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ABSTRACT

Intended for state administrators, district supervisors, and middle managers in vocational rehabilitation agencies, this document proposes a marketing approach to placement of the disabled. Chapter 1 outlines an approach to marketing the rehabilitation agency's "products" and services toward the end result of "selling" them to employers. Basic decision areas and their relevance to the vocational rehabilitation agency are addressed. Chapter 2 examines the first steps in implementing such an approach by exploring the concepts of market analysis and segmentation. In chapter 3 development of a product strategy by the state agency is considered. The first part of chapter 4 on marketing strategies deals with dissemination of information to the employing community to condition the market. Part 2 provides information on developing approaches that access the market through various channels and use of these channel strategies. Chapter 5 suggests strategies for interacting with local labor unions to market work-ready clients. Chapter 6 discusses implications of the marketing approach for state vocational rehabilitation agencies in the areas of policy, program development, training agency organization, and staff assignments. Appendixes include information on the Employer Account System and brochures on financial incentives for hiring handicapped persons. (YLB)

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Report from the Study Group on

MARKETING:
AN
APPROACH TO PLACEMENT

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Marketing:
An
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INTRODUCTION

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HISTORICAL PERSPECTIVE

Since the beginning of vocational rehabiliation as an agency in 1920, placement has been a regulated responsibility. The Rehabilitation Act of 1973, as amended, the regulations issued to implement the Act in 1975, and the most recent regulations issued to implement the Act in January, 1981, refer to job placement services.

Not only is vocational rehabilitation responsible for the placement of rehabilitated clients in suitable employment, but the rules and regulations clearly stipulate the responsibility to provide post employment services to maintain suitable employment.

DESCRIPTION OF THE PROBLEM

Professionals in vocational rehabilitation may argue that placement is not a problem, that our statistics prove our success. The following table indicates a "successful" closure (Status 26) for about two thirds of the people found eligible for services. The data in the table was compiled by the University of Michigan Research Institute using fiscal 1980 data, However, it does not speak to the quality of the closures.

TABLE I

Cases from General and Combined Agencies (54 agencies)

Eligible Clients (Status 10)

	Number	Percent
Status 26	266,376	64
Status 28	109,922	26
Status 30	39,304	10
Total	415,602	100

The prime study group believes that the success rate can be increased at the same time that the quality of the closures is improved. It is believed that these goals can be reached by doing two important things: (1) employing the marketing approach as described in this document; and (2) make placement the responsibility of the entire agency's staff and not just the counselor.

Clearly defined mandates to do placement has been part of rehabilitation since its inception. Although other mandates have changed, expanded or modified along with the way services are delivered, placement practices have remained relatively stable. That being a counselor attempting to place a client with an employer.

Our statistics of successful rehabilitations can only be considered tremendously hard won given the handicap of the limited placement process agency use. Placement has been primarily delegated to the field counselor, and placement has also been regarded as the ultimate challenge by many counselors. The response to that challenge continues to be a problem, because unfortunately, many counselors view placement as the bane of their professional existence.

There have been many attempts to deal with placement from the standpoint of how to get the counselor to do it, do it often, and do it well. There has been little, if any, attempt made to help veteran counselors do placement, let alone a systematic approach for new counselors to learn. The philosophy gleaned by new counselors must surely be "do or die" or "sink or swim."

The counselor's responsibility to incorporate knowledge of changing laws, medical practices, vocational information for planning, as well as applying agency rules and changing procedures seems to be increasing.

These constant changes and new responsibilities place a tremendous burden upon new and old counselors alike. Consequently it is of little wonder that placement considerations are put off in spite of the frequently blandishment that, "Placement begins when you meet the client for the first time."

In addition, the one-on-one or the selective process of a counselor attempting to place a client into a job is too narrowly focused to benefit more than one client at a time. That practice has proven to be myopic in more ways than in how one serves clients. That narrow a focus upon the employing community has limited our exposure and the impact of the agency's contribution. As a result, it is necessary even after sixty-two years of involvement with industry and the public and contribution to the economy, that vocational rehabilitation continue to describe what it is and what it stands for.

The account system was innovative and remains effective. Briefly described, the account is a developed mutually beneficial relationship between a major employer and a rehabilitation agency. A major employer is a company that employs one hundred or more employees. The counselor who established the "account" becomes the "account manager" and provides the employer with qualified persons for hire and other employer services such as affirmative action consultation, "troubled employee" referral, architectural barrier removal consultation, and tax credit and insurance benefits. However, the account system was similar to other attempts to do "something" about lagging placement attempts. It resulted in being an isolated process that does not constitute a systematic change. It has succeeded because it enabled vocational rehabilitation supervisors to make contact with top echelon company managers who made company decisions

for hiring, a feat that was difficult for counselors to accomplish due to the power stratum. The account system also succeeded because it moved away from the traditional one-on-one placement process and moved toward marketing of the agency with a "pool" of job ready clients as well as "bonuses" attached to hiring our clients or in dealing with vocational rehabilitation.

The problem of insufficient placements or difficult to obtain placements requires a systematic change in how we present ourselves and our "product." In the highly competitive employment market, vocational rehabilitation must become as competitive and, therefore, more marketable, for the sake of those we hope to serve. The tools and resources are already in existence and need not be different for this new approach. How those resources are applied should be different.

Rationale

The economic conditions at any time, but more especially these times of the 1980's of inflation, dwindling similar benefits as a result of cuts or elimination of federal appropriations to many programs combined with the federal push for service to the severely disabled, require a different approach to doing placement. These marketing concepts are not just tied into the current economic situation, however. The mistake must not be made that this a fad and should change or be elminated as a practice with a change in the federal administration.

Storms rage as to why placement by counselors has not been very productive. The question that must be asked and answered is why has the selling one-on-one approach been ineffective and energy expending even in the best of economic times. Vocational rehabilitation can no longer afford the inefficiency. As the cliche' goes, we must work smarter not

just work harder. The rationale of the marketing approach is that it is a workable approach for not only business but has demonstrable results with social organizations, such as colleges, churches, political canidates, to name a few.

No matter how fine a "product" vocational rehabilitation can deliver, if the market is not ready, if it shys away from our product, it won't buy it. The rehabilitation philosophy should expand itself to deal with the employer community as a client.

The direct benefit cannot exist solely on productive employees because there are too many other factors that short cut productivity. This business of rehabilitation needs to broaden its approach to the market. Vocational rehabilitation can survive and thrive, as have other industries that have redefined their image and their scope of services. Kotler and Levy (1969) noted that increasingly business as well as nonbusiness organizations have realized the value of placing a broader definition on their business and their products, to meet the basic customer needs being served. Therefore, soap companies recoginze that its basic product is cleaning, not soap; churches, once narrowly defining their product as religious services for members, now see their business as human fellowship as well as other services that branch from that image.

An example of an industry that suffered from "tunnel vision" and did not redefine itself to meet changing times and consumer needs was (pardon the pun) the railroad industry. Seeing itself only as being in the railroad business and not the transportation business, it soon lost ground to other transportation means (automobiles, airlines, trucks) and is presently struggling for its survival. Our survival depends upon the recognized worth of our services to not just the handicapped but to the

employing community. The whole gamut of services, in addition to job-ready workers should serve to "rehabilitate" the employment community in the sense of assisting business to eliminate handicap bias, and to recognize this agency for the profit they can derive from our employer services. The spin off would be the public and political support of business for vocational rehabilitation.

What this document is proposing is an approach to placement that co-exists with the one-on-one approach of placement. However, the marketing approach relieves some of the burden of placement from counselors. It advocates significant involvement of administrators, supervisors and middle managers.

THE MARKETING APPROACH

> "He who has a thing to sell and goes and whispers in a well, is not so apt to get the dollars as he who climbs a tree and hollers."

The above saying was found on a Kraft sugar packet by public relations director, Jeanne G. Palluzzi. She added another truism. That it is those companies that know how to "holler" who get the "dollars," even in a rough economy.

What is marketing? Bell identifies two meanings or types of marketing. Macromarketing is "a system of organizations and processes by which a nation's (or the world's) resources are distributed to people in order to satisfy their wants." Micromarketing is a much more narrow view of marketing and it "is the process of managing an individual business firm in such a way as to satisfy its particular customers." Rados offers this definition "... marketing: (1) the use of persuasive communications, notably advertising and personal selling, to bring out superficial changes

in opinions and behavior; and (2) adaptations to existing patterns of behavior, by designing products and services that are easy to use and by distributing them so that they are easy to find."

Every organization engages in activities that may not be recognized as marketing. For example, all organizations, business or social, are concerned about their "product." That product could be tangible goods such soap or it could be intangible goods, such as services, ideas, the organization's image, or persons (clients in our case).

How that "product" is viewed or accepted by "consumers" is the next important concern. And lastly, organizations need "tools" for furthering their acceptance and for "product" improvement. Advertising and public relations is only a part of the "tools" needed. Everything about an organization tells one about the organization. Clients, as well as employers, form impressions about vocational rehabilitation from the image presented through office sites, employees, the manner by which they are contacted, etc.

The ingredients of a successful marketing program are: (1) seizing an opportunity in the market through identification of a consumer need, and (2) development and implementation of operating activities which promote the product (not just the generic product, but the whole cluster of benefits), advertising, channels of distribution, or deciding who the consumers are, personal selling, and service (personal follow-up, trouble shooting, etc.).

A distinction should be made here between selling and marketing. Personal selling is concerned with the actual client presentation or placement once the ground work has been laid for its reception by the consumer. Selling is generally concerned with trying to get the consumer

to exchange what he has (money, or employment) for what the seller has (goods, services, or clients). Marketing, on the other hand, is concerned with trying to have what the consumer wants. Certainly selling will be a large part of the marketing concept, but it should properly follow rather than precede vocational rehabilitation's, or any other organization's drive to identify the "products" and provide the "products" that will satisfy the consumers, or employers.

Therefore, under the marketing concept, management's responsibility is to (1) determine the consumer's needs, (2) identify the market of consumers with those needs that can be met through existing or potential clients and other services, (3) carrying out the marketing plan through activities that inform and involve all personnel so as to maintain the organization in a profitable, or effective position. This overall coordination is necessary so that these "tools" do not work at cross purposes. Which brings up another important activity vital to the success of the marketing concept. That is an audit or periodic review of the objectives, opportunities, results, target groups, the communication to the consumer and the general public, in the light of current trends and employment needs.

The choice is not whether to market or not to market. No organization can avoid marketing. The choice is rather to do it well or poorly.

PURPOSE OF THE DOCUMENT

Audience

The intended audience is state administrators, district supervisors, and middle managers in vocational rehabilitation agencies. Counselors are not intended to be the primary users of this document. Development

of these concepts should lighten the placement activity load on counselors considerably. As previously identified, many of the activities, such as contact with company department heads or presidents, require comparable matching of status for effectiveness of the contacts. It is this primary audience of administrators and supervisors that can formulate and effect the systematic internal change that constitutes a marketing approach.

Policy

There is a need in state agencies to change the way we have done business, particularily in the managerial role. Along with that change in thinking and performing in the marketing concept should be a change in thinking that vocational rehabilitation has to go to employers begging hat-in-hand for acceptance of our job-ready clients.

A healthy, assertive, on equal terms existence with employers should arise with a bonafide marketing approach that provides consumers what they need. Attempting to arouse the social consciousness of employers to hire the handicapped was probably effective in getting placements in the early 70's during the heyday of many social programs. "The business acumen of employers requires a bottomline benefit exchange for accepting a potential employee, handicapped or not." The understanding of that statement and the emphasis of the work-ability of job-ready clients in addition to tailoring employer services through the marketing approach will carry placement attempts much further.

It should be recognized that this document does not purport to be a model of marketing reahabilitation, but is presented as a concept for further development. We would like to see these concepts used as a spring board for pilot projects at rehabilitation agencies.

The clinical approach to rehabilitation of clients is not proposed

to be eliminated or changed greatly by this document. However, we do advocate more emphasis on the business of placement with clients from intake on and with vocational rehabilitation professionals from day one with the agency. To reiterate, placement should be the responsibility of the entire rehabilitation agency.

The identification of clients as "products" of the rehabilitation process was done to correlate our agency's business with marketing concepts. In no way should this term suggest a demeaning or insensitivity to handicapped clients. Or a consideration of any client as less than an individual with individual differences and needs.

We have always been responsible for giving the best market information to our clients for vocational planning. With implementation of the marketing concepts as identified in this document, clients should have the more reliable information on placement potential in their locale for vocational planning. There is no attempt to limit individual client preferences of vocational choice. However, with valid information on placement opportunities in their locale, they should be willing and able to relocate to markets that would support their vocational choice. Networking employer accounts nationwide may be a means of achieving that end in the future.

BENEFITS OF THE MARKETING PLAN

One of the primary purposes of attempting the marketing approach is to achieve more and better rehabilitations. By "better" is meant rehabilitations that can promise promotions and higher wages beyond the entry job level. The marketing approach is geared to evaluate an employer's

long range employment needs, not just the immediate placement concerns. As such, qualified individuals can be placed with entry level skills with the expectation of both employer and employee that progress and growth in that organization will occur.

As mentioned previously, the competition among social agencies for employment of each agency's clientel requires that vocational rehabilitation agencies provide for a more thorough approach to reaching employers who can hire. Vocational rehabilitation agencies will realize the cost benefit of having to expend less time and energy to promote the job ready applicant once the marketing concept is in place. And, of course, the advertisement of the agency through the marketing approach will greatly enhance the public and business image of vocational rehabilitation by giving more exposure.

We have not addressed any other employment possibility other than competitive employment in this document. Further application or adaptation can only be done after an analysis of how this marketing concept works.

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CHAPTER I

AN OVERVIEW OF A MARKETING APPROACH TO PLACEMENT OF THE DISABLED

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AN OVERVIEW OF A MARKETING APPROACH TO PLACEMENT OF THE DISABLED

The marketing approach to placement requires some adjustment in the typical rehabilitation professional person's thinking. To adapt the marketing approach to the goals of the rehabilitation agencies, some parallels must be drawn to its applications by commercial enterprise where marketing was developed into a complex and extremely successful discipline. We cannot ignore the fact that this success was built on the basic premise that the customer is at the absolute center of the marketing program. In fact, the marketing philosophy insists that every facet of the marketing effort be built around the customer. Thus, for our purposes the employer is viewed as the "customer" or client and the person being rehabilitated is viewed as the "product." This approach does not presuppose less concern about the population served by the rehabilitation agency; rather, it puts in more proper perspective the orientation required to attain the placement objective through a systematic marketing effort. This chapter outlines one basic approach to marketing the rehabilitation agency's "products" and services toward the end result of "selling" them to the employer.

MARKETING'S ROLE IN THE ORGANIZATION

Marketing has become a complex discipline dependent on many variables for its application to specific organizational needs. When applied in a strongly market oriented organization, the marketing effort warrants clear definition of responsibilities and the stature of a function aligned with other key management support entities such as personnel, finance and accounting and planning. Once a commitment is made to a marketing orientation and the marketing function is established, the organization has a

catalyst to unite other functional areas of the organization with an eye towards the needs of the market place and the products required to meet those needs. This catalytic role applies regardless of whether the organization deals with a product for profit or whether it is a rehabilitation agency seeking to insure the utilization of people it has prepared for the labor market. The essence of any organization driven by the needs of others for goods or services is a market orientation capable of responding to those needs. This encompasses the rehabilitation agency within a spectrum including small businesses, nonprofit organizations, giant profit-making organizations and developing nations, all depending on marketing as a primary means of enhancing relations with their publics. Marketing technology has expanded to encompass not only commercial applications, but all other institutions having a need to influence the public or selected segments of it, as well.

A quote from Peter Drucker, the management guru, puts into perspective the importance of the marketing discipline in market-oriented organizations, "marketing is so basic it cannot be considered a separate function..it is the whole business seen from the point of view of its final result, that is, from the customer's point of view." That customer for the rehabilitation is the employer.

APPLICATION FOR THE REHABILITATION AGENCY

The application of marketing practices to social objectives has received some attention in recent years. Marketing experts Paul N. Bloom and William D. Novelli (1981) coauthored a recent article on problems and challenges in social marketing. In this article they define the term social marketing to mean "the design, implementation and control of programs

seeking to increase the acceptability of a social idea or practice in target group(s)." This concept applies to the marketing of social ideas, services, and behaviors by any public service organization to selected target groups and, therefore, applies directly to the dynamics of marketing to attain rehabilitation agency objectives. The marketing of the rehabilitation agency, its products and its services, must be viewed in the context of a comprehensive marketing approach. For a perspective on the scope of what is entailed formulating a viable program, we can look at the basic decision areas that should be addressed, and their relevance to the vocational rehabilitation agency.

Market Analysis and Market Segmentation

Market analysis and market segmentation form the basis for an effective marketing effort, which can only be built on an analysis of its wants, needs, perceptions, attitudes, and satisfaction levels of its markets. From this kind of research comes the foundation for an organization to design its marketing strategies. Following this market segmentation is a fundamental step to divide the market into homogenous segments and then to tailor marketing programs, as appropriate, to address their unique needs. How well these steps are carried out will determine to a great degree the levels of success of the marketing effort. For the rehabilitation agency, this means determining the labor market, types and number of jobs that exist, and the bonafide needs within the market; types of training required to prepare clients for that labor market; relevant training resources available; as well as overriding dynamics such as economic conditions and attitudes and perceptions that exist in the various communities targeted for impact. Such an analysis forms a basic tenet of marketing, which is to conduct research necessary to form effective

strategies to reach the customer. This analysis is enhanced by the market segmentation step which is to assess the various segments in the communities it serves to determine if there are any unique dynamics that should be addressed. If so, the marketing effort is tailored accordingly. Here, larger employer markets are split into submarkets so as to be able to focus on the precise needs to optimize results for resources expended. For example, in a wood products community, one segment may have primary needs for strength and agility in job candidates for job availability in the woods such as logger and heavy equipment operator. Another segment may contain the wood products manufacturing jobs of which some might accommodate physically disabled people such as sorters, grade markers and small saw operators. These two segments would obviously be addressed differently in terms of how the agency would train and refer its constituents seeking work in that market and the amount of effort and resources it would expend in each segment.

Market analysis and segmentation form this foundation of a marketing effort. Without conscientious attention to these steps, it is impossible to mount such an effort with any defined purpose or rationale. There are definite markets and unique segments for the vocational rehabilitation agency's services and products and these must be systematically assessed so as to provide the direction for agency thrusts toward suitable placement of those people it rehabilitates - its products.

Product Strategy

Having analyzed the market and determined market segments, the agency is in a position to address real desires and needs and to apply strategy variations unique to individual segments. For the rehabilitation agency this would assure that the services to those being rehabilitated and to

the prospective employer are equated. When this exists, the agency can begin to develop an array of services designed for the mutual benefit of employers as well as those being rehabilitated, such as:

1. Consulting with employers on the implications of the Vocational Rehabilitation Act.
2. Assessing the employer's work place to facilitate accommodation of qualified disabled workers.
3. Screening and assessing job candidates against employers' requirements.
4. Providing training tailored to prepare agency referrals to meet employers' needs.
5. Providing post-placement follow-up and support to employers.
6. Providing general consultation regarding work-related problems and job placement or transfer of disabled employees, including injured workers.

These kinds of activities fit within the context of product development for the rehabilitation agency. The total repertoire of services provided by the agency to employees and disabled persons should stem from the needs of the market as determined by careful assessment. Further, the bottom line, the purpose for which all this activity takes place, is the ultimate satisfaction placement of those disabled people who have been assessed, prepared, and referred by the rehabilitation agency. They can further categorize needs within the market by segment and prepare agency staff to interact more appropriately with selected segments based on assessed needs.

From the standpoint of fiscal efficiency, agencies developing their services and products from a base of market assessment can better plan to expend available resources specifically on activities that are complimentary to facilitating placements of people from the rehabilitation

process. And quite important to the ongoing tenor of the relationship between the agency and the employer community, is the fact that agency staff are in a position to maintain contact with employers from a base of knowledge of their needs and preferences. This allows interaction with them to be more constructive and businesslike. Successful product development is the key to customer satisfaction and can serve to perpetuate a productive, long-term relationship between the employer and vocational rehabilitation communities.

Communication Strategy

Communications is the essence of a marketing program. It is the vehicle which sets the tone and creates familiarity with the agency and the relevance of its services and products to the target markets. There are several approaches that marketeers use to communicate with their target markets including advertising, public relations, sales promotion and personal contact. All of these can have some application in a rehabilitation agency's marketing effort, but selection of methods will vary depending on the scope and objectives of the campaign. The basic intent should be the same, however, to create familiarity with the agency and the relevance of its services and products to the target market.

It should be noted that some overlap can be seen with certain aspects of channels strategy, but this is of no consequence as long as it is recognized and accommodated in overall marketing strategies. For our purposes channels strategy is viewed here as those actions taken for direct contact and interaction with representatives of the target markets, while communication strategy is viewed as a broader dissemination of information.

One marketing expert submits that advertising is increasingly being asked to do more things than ever before, and the rehabilitation agency can benefit from modern advertising technology to influence its market.

Social marketeers often depend upon donated time on the electronic media and donated space in the printed media for their advertising. While this is better than nothing, this does not provide the selectivity needed to most effectively get the desired message to those who should be reached in the target markets. Therefore, to maximize communications strategy toward attainment of the marketing program objectives, agency management should consider dedicating financial resources for conducting advertising in a planned mode. Messages conveyed should be positive, businesslike, and clear about the products and services available through the agency. It should absolutely avoid any connotations of preaching, guilt, or seeking charity.

An important premise of the marketing discipline is that whether you are marketing a service or a product, a most vital dimension of the overall strategy is communication. As the level of education and available information has increased, advertising or controlled communication has proven to be the most effective way for all institutions to influence the public or selected segments. A well-planned communications strategy should provide a positive conditioning of the markets to enhance the opportunity for successful follow-up with employers by agency representatives.

Channels Strategy

Any organization marketing something must determine very carefully the best ways to distribute its products and services. Channels strategy addresses the selection of appropriate intermediaries through which to distribute products or offerings. It also entails development of the approaches to optimizing support from these intermediaries. In a conventional marketing for profit sense, the channel chosen must provide the

most efficient bridge to the consumer or user that the producer can devise. Channels strategy may involve an occasional contact with distributors or customers or it may require an elaborate program of consumer advertising coupled with an extensive sales effort. Whatever is required in a given situation, channels strategy must be reviewed periodically and changed as required to assure the most appropriate conduits to the customer are being utilized.

The parallel to this kind of activity for the rehabilitation agency can be seen in a variety of activities to develop appropriate channels through such contacts as personnel officers, professional societies, community organizations, placement agencies and the like. Also, staff application of professional expertise to assist employers with seminars, consultation on reasonable accommodation and the scope of the Rehabilitation Act, as well as other relevant activities, can serve to enhance the opportunity for placement of people referred from the rehabilitation agency. Channels strategies should be carefully planned and pursued systematically to effectively reach target employers. For a perspective on what is involved, the following are some channels that might be considered:

1. Support agency staff in joining professional societies such as a local chapter of the Personnel Management Society to establish a peer level relationship with potential employers for agency referrals.

2. Make available consultation, training and seminar services designed to help managers address such concerns as how to cope with the requirements of the Vocational Rehabilitation Act.

3. Encourage and support agency staff in joining local community organizations such as Rotary, Lions, and the JC's for ongoing contacts and rapport that can lead to placement and improved acceptance of hiring and accommodating qualified disabled job condidates.

4. Make speakers available to program chairpersons of community service groups and professional societies, as well as other community organizations, as a means of reaching a cross-section of prospective employers about the services and products of the agency, and

5. Maintain periodic contacts with selected representatives of employers to stay current on their needs and to maintain points of contact for referral of job-ready candidates.

By necessity there is a slight difference in how the term channels is applied to the rehabilitation marketing effort as opposed to the marketing effort of a commercial enterprise. The conventional commercial channels strategy would deal with how and through what intermediaries their goods would be distributed to the customers. For our purposes channels are defined as those avenues or contacts that will facilitate the placement of qualified job candidates referred from the rehabilitation agency to the employer market.

ACCOMMODATING THE MARKETING FUNCTION

To the extent that marketing exists in rehabilitation agencies and other socially oriented organizations, they are, for the most part, poorly understood, not easily appreciated, and inappropriately located. Typically, what is accomplished here in a marketing sense is done in small doses, occasionally with assistance of consultants, and is usually coordinated through a Public Affairs or Public Relations office. Since these offices have little, if any, influence over program development, administration, or operational direction, they can serve as nothing more than communicators, which, though important, is only one component of an effective marketing program.

Profit-making organizations requiring systematic marketing efforts will normally have key marketing leadership at the top of the organization.

Professional staff are also found at many other levels to develop marketing plans and to ensure that they are properly implemented and monitored. Vocational rehabilitation agencies, as well as other social organizations, would not normally have this type of marketing expertise within their organizations. In fact, it has been found that they rarely have interest or motivation to set up special marketing functions complete with planning, control and evaluation procedures. Further, even when there is a recognition of the need and benefit of such a thrust, resources would most likely not be available to implement one. Therefore, under circumstances that are prevalent today, to carry out any semblance of a reasonable marketing effort, rehabilitation agencies would have to assign existing staff the extra duties of planning and coordinating the agency's marketing campaign. Where this has to be done, the function could be incorporated into either the agency's program planning and evaluation or field services organization. It should be noted here that, when housed with another function, the marketing effort becomes somewhat diluted and cannot be optimized to meet agency goals as it can be when it is made a separate responsibility reporting to top management.

On the other hand, where a strong commitment is made by the agency to a marketing approach, a modification to the more typical rehabilitation agency organizational structures is indicated, as well as an allocation of resources to support necessary staff and relevant activities. Justification for this can be rationalized by objectively analyzing the potential effectiveness and cost benefit of tailoring the preparation of those in the rehabilitation process to the needs of the agency's markets. Of course, this process cannot and <u>should not</u> ignore the needs and interests of the disabled person. Rather, it should provide the opportunity for

merging these with the real needs of the market. The result should be greater incidence of placement and greater satisfaction on the parts of those placed and the employer.

What is suggested here is not intended as a generic prescription for all agencies, but is rather intended as a frame of reference for specific organizational considerations. Since we are using marketing techniques and strategies as a vehicle for the ultimate placement of the rehabilitation agencies' products, there is merit in considering a separate marketing function to compliment the traditional field services function. This would add to the agency director's staff a director of marketing on a peer level, with a director of field services and others who report to the agency director.

With a marketing director at this level of management in the organization, the marketing approach can be optimized. Such a person sitting in the top level management forum of the agency would have the authority and the opportunity to influence agency operations toward generating placements through a marketing approach. A person at this level can assure that all other agency resources are considered for application toward that end. Marketing directors should be in a position to provide counsel to the top agency administrator and the field services director on how to address the agency's market demands and integrate marketing strategies with the field service's delivery system. Regional marketing representatives could serve as an extension of the agency marketing director to provide comparable counsel and support to field operating management and staff in the interest of integrating marketing strategies with field service operations. In this sense, the field service organization's role is analogous to the role of a sales organization in a

commercial enterprise. As with the sale of consumer products in the business sector, the field service force directs their efforts toward facilitating this acceptance of their products, agency prepared job candidates, by their employer markets.

Of all the social service oriented agencies, it can be said that the vocational rehabilitation agency has the potential to define its markets and to design its services and products to meet the needs of those markets better than almost any other such agencies. It follows then that wherever possible they should take full advantage of this attribute by adapting the agencies' operations accordingly, including the establishment of a strong marketing thrust emanating from the top level of the agencies' hierarchy.

CONCLUSION

The marketing discipline is complex and requires high-level direction and careful application to serve as an effective management tool. To treat it otherwise will result, at best, in just some planned communication, detached from any systematic, cohesive, or complementary series of events to achieve predetermined results.

Marketing the rehabilitation agency, its services, and its products is a unique challenge and is primarily a management responsibility. Commercial enterprise has shown the high-level of results organizations can achieve through application of state-of-the-art marketing practices. Though the rehabilitation agency does not have a conventional product to sell for profit, it does in fact sponsor "human products" with considerable potential to contribute in the work places and communities throughout this country. The services and productive capability available

through the rehabilitation agency must be "sold" to more readily assimulate rehabilitated people into the mainstream. The marketing approach is intended to facilitate this "sale," resulting in employer satisfaction and the rehabilitated person's job satisfaction and general well being.

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CHAPTER II

MARKET ANALYSIS

The preceding chapter described a marketing approach and its components processes. In this chapter, we will examine the first steps in implementing such an approach by exploring the concepts of market analysis and segmentation.

It must be kept in mind that our main focus is improving the quality of life for individuals with handicapps through job placement. However, at times, the authors, for clarity will talk about individuals as products. In addition, it should be clear that labor markets, in general, are very complex and affected by some factors which are beyond control. The main focus is to provide a basis for understanding labor market functioning and what it is like to be the customer of rehabilitation products (that is, an employer who hires job ready disabled people).

The chapter is divided into five major divisions. The first two cover consideration in market analysis and market segmentation. These steps assist in categorizing possible markets and segments within these markets. In the third section, questions concerning the operating characteristics of the markets are addressed. The fourth division lists impact of a changing environment which could affect the marketing strategy. It is followed by the data requirements and resources for developing market measurement and forecasting techniques. Finally, the resources needed are discussed and suggestions on how this might be accomplished.

The initial phase of market analysis deals with the determination of markets for the product. In this context, the term "market" has several connotations. In one sense, a market could be a physical entity where customers and buyers meet to exchange goods and services. For our purposes, however, the definition of a market will be that used by Kotler (1980).

> A market is the set of all individuals and organizations who are actual and potential buyers of a product or service.

It will be the "labor market" that is to be discussed here and it has certain characteristics which make it more complex and problematic than a market where goods and services are physically exchanged.

Types of Labor Markets

A labor market in the simplest, uncomplicated form involves the existence of job openings and individuals seeking to fill them. Our society is based on a market economy which also includes to a greater extent than other countries the full choice of occupation by individuals and the free choice of employers to select the most qualified individual to fill their labor needs. In our society, there are not only very large labor markets, there are also different kinds of labor markets, which may be affected by different factors.

National vs. Local Labor Markets. The geographical area of the labor market is of primary concern.

Since 1968, the trend in manpower planning is toward local labor markets (Magnum and Snedeker, 1974). The developing of national statistics relating to the labor market may be appropriate in some instances, but the prime concern of state agencies should be the accessing of local labor market information. Local labor markets are not synonymous with political or governmental boundaries. They do, however, closely resemble Standard Metropolitan Statistical Area (SMSA). States would have to determine how many local labor market areas exist and when interstate coordination and other activities will be necessary. The development of local labor market information suggest a closer contact with the state employment agencies (which by law collects this information) and their facilities as well as developing specific data for rehabilitations' needs.

Primary vs. Secondary Labor Markets. Doeringer and Piore (1971) have proposed the theroy of Dual Labor Markets. They argue that the labor market is divided into primary and secondary markets. The primary labor market consists of those jobs characterized as having high wages, good working conditions, employment stability, chances of advancement, equity, and due process in the administration of work rules. In contrast, jobs in the secondary labor market are characterized by low wages, few fringe benefits, poor working conditions, high turnover rates, dead-end positions with little chance of advancement and subject to arbitrary, capricious supervision. The workers in the secondary labor markets are also characterized as being more insubordinate; have higher rates of turnover, tardiness, and absenteeism, and engage in more acts of theft and pilferage. An important aspect of the dual market theory is that there seems to be little movement of workers between the two markets. In addition, job opportunities are about equally divided among the two markets.

Internal vs. Competitive Labor Markets. A second distinction is that between an open competitive labor market and a more restricted internal labor market. Internal labor markets are often found in large manufacturing plants where the filling of the vacancies tend to be restricted by sets of administrative rules and procedures. Internal labor markets are common in management positions and in positions under the jurisdiction of labor unions. For example, management positions tend to be filled by internal promotion. Trainees enter at the bottom rung of this internal market and seek advancement to the top.

An example of an internal market within labor unions are the craft trades. In this situation, entry is typically gained only at the .

apprenticeship level. After some rather extensive period of time, a journeymen card is earned. In reality, the internal labor market is a portion of the competitive labor market. Such a market has been argued to have developed because of the need for specific skills by employers that lead to the use of on-the-job training and becomes solidified by custom. The influence of unions are an example of the creation of an internal market. There is usually specific entry positions with advancement through longevity.

In both examples, there are entry and exit ports to the competitive market where other factors affect chance of employment. In the competitive market, the assumptions are that every one has a more or less equal opportunity for the job; that workers seek jobs which have the highest wages, and that the more qualified individuals will be hired at a higher wage.

MARKET SEGMENTATION

After the decision has been made concerning the primary labor markets for rehabilitation products, market segmentation can occur. The purpose of segmenting the market is to find out "where what job skills or services are needed."

Segmentation of the market should be done in an objective and exhaustive manner. The decisions which follow will affect the allocation of resources for best marketing the product within that segment. Thus, the basic purpose of market segmentation is to determine groups of customers who may have similar manpower needs, have similar operating characteristics when filling those needs, have similar beliefs or attitudes

which affect buying behavior, or other similar characteristics which suggest the need to develop a marketing approach specific for that group.

APPLICATIONS

The first decision in the development of the marketing plan is the preliminary analysis to determine which are the primary markets for rehabilitation's manpower and related service-type products. In making this decision, it was suggested that:

1. The geographical extent and number of local labor markets within the state be identified.
2. Specific occupations should be identified as being within:
   a. The primary or secondary labor market,
   b. Whether entry into the occupation is direct through the competitive market or whether entry into it is indirect through internal promotion or union membership.

These aspects are also important for the rehabilitation client and counselor when "sale" or placement is being attempted. In this case, the product's characteristics, that is, the client's characteristics, are not necessarily constant as in the case of physical goods (e.g., cars). If the client will not relocate from an area to take job placement, then the geographical area may be restricted independently of the potential market. In addition, many salesmen have little concern regarding the product after it is sold (i.e., when the client is placed). But rehabilitation counselors and the state agency must ask whether a placement in the secondary labor market is as a desirable closure as is placement in the primary labor market.

The status of a state's current success in placement could aid the decision concerning labor markets. For example, the agency could analyze

status 26 closures in the last year in terms of primary vs. secondary markets, internal vs. external, and occupational categories for each geographical area and for the state as a whole. This information would enable a state agency to determine where the "demand" for the "product" (i.e., clients and services) currently exists with the present marketing approach. Then the decisions would need to be made as to whether to do a better job at marketing within these markets or to change the priorities on product development.

This decision would involve setting goal levels for placement within these markets. Consequently, more resources would then be "channeled into" sales operation (i.e., job placement) for the current products, into product development (i.e., develop priorities such as occupational specific training and other client services), or both. Continued data must be obtained to determine the effects of these re-allocated resources on placement. But, before resource allocation is done, further information about these primary markets should be gathered, thus preventing production of a product for a nonexsistant market. (In rehabilitation terms, it will stop the development of Individualized Written Rehabilitation Program (IWRP's) to prepare clients for jobs that are not available in the locale the client is willing to live in.)

Specific Considerations

The detailing of the operating characteristics requires both general considerations at the upper management level of the state agencies, but will require more input from the local level managers and counselors. Whatever characteristics about an employer which should be known to gain and maintain access to the employers should be considered.

There are no easy and fast rules concerning how much information is

enough. If the following six questions can be answered, however, it can be assumed that analysis and segmentation of the market is well established (Kotler, 1980):

- Who is in the market? (What companies are expanding?)
- What is the market buying? (What skills are needed?)
- When does the market buy? (Are job openings cyclical?)
- Who is involved in the buying? (Who makes the hiring decisions?)
- Why does the market buy? (What considerations are used to select from the applicants?)
- How does the market buy? (What are the steps in the businesses hiring practices?)

Such an approach looks to analysing the real operating characteristics of market segments; rather than assuming that all market segments operate the same. Though these questions may require a great deal of knowledge, it is also true that rehabilitation has never been accused of spending too much time on understanding how each segment of an employing community operates to fill its labor needs. If these questions have not been asked, then you are not using a marketing approach.

THE CHANGING ENVIRONMENTS: KEEPING CURRENT

Developing a basic understanding of labor markets, developing market analysis capabilities, conducting market segmentation, and detailing their operation characteristics requires the expenditure of valuable resources. Such an expenditure would be unwisely spent if it is assumed that the environmental milieu would remain constant. The preceding focus has been on setting up an initial marketing plan and that plan will largely be based on current conditions. Before making final decisions about the marketing plan, some considerations must be given to the

stability of environments. Several environments should be considered:

1. Demographic: Will the major demographic needs of the market (age, sex, skill, etc.) remain relatively constant or is considerable fluctuation probable?

2. Economic: Is the demand for labor increasing or decreasing in each market segment? Are certain industries likely to expand, while others fail?

3. Natural: What ecological changes may occur which could affect the markets (e.g., depletion of the natural resources which create local jobs)?

4. Technological: Are new technological advances occuring which would open up new doors and close old ones?

5. Political: Are agencies' recourses going to be affected by the political climate. Will new government regulations assist or retard access to the market segments.

6. Cultural: Are cultural changes going to affect markets' behavior (e.g., large hispanic group require the need to speak Spanish, teach or have hispanic background)?

7. Internal: To what extent can the rehabilitation agency change to adopt new practices and to what extent is the agency stable enough to maintain a marketing program.

These are general questions that must be asked to keep the marketing plan relevant and current in subsequent years. A thorough marketing plan will specify the assumptions made about the conditions. If major changes can be predicted to occur in these assumptions, then, alternative approaches can be developed prior to the full impact on the market segments and/or the agency itself.

MARKET MEASUREMENT AND FORECASTING

In this chapter, we have discussed market analysis, market segmentation, operating characteristics of the segments, and the measuring of

environmental changes. These activities require the measurement of current market conditions and the forecasting of future ones.

The basic purpose of marketing measurement and forecasting is to insure continually increasing demand for your product. In business, failure to do so may lead to an obsolete product and company failure. In rehabilitation, a major criticism by employers has been the failure to train clients in certain areas that have been forecasted to be high demand areas. The measurement and forecasting of needs of the market segments could indeed overcome this criticism, but only if the agency chose to use this information to make changes. Such changes could include service decisions to alter the current occupational skills of clients; channeling of resources to overcome certain hiring biases; modifying the practice and training of the rehabilitation professionals, etc.

Restricting client access to occupation specific training is a controversial area. If an agency determined that certain occupations were high growth ones and others were not, would resources be allocated for training in these areas at the expense of others? From a product development point of view, the answer is absolutely. From an ethnical counseling point of view, the question concerning clients' freedom to select their own goals is raised. From a practical point of view, most would agree that perhaps the first level of counseling would be to attempt to explain to the client why resources have been allocated to these areas and encourage clients to select training in that area if qualified. It would be hoped that the counselor and the client would agree on the choice.

Data Requirements

It is a difficult task to determine exact data which must be gathered to implement and maintain a marketing plan. It is clear that these data

must adequately measure the current market and provide forecasting of future market trends. A Managment Information System tailored to the marketing function is absolutely necessary. It is not, however, an information requirement totally separate from other vocational rehabilitation functions. For example, the analysis of 26 closures by occupational type and primary vs. secondary market is an excellent use of the states' own readily available information.

Nor should it be assumed that the data requirement for the management information system has to be generated by the state agency. Many different individuals are interested in the labor market, industry characteristics, forecasting of future skill needs, etc., on national, state, Standard Metrolpolitan Statistical Areas (SMSA) and county levels. Such information is available from governmental agencies, industry, labor market experts, and other sources. Much of the needed measurement and forecasting information is currently available. What is needed is first to develop the data requirements and then to determine whether it currently exists within the state's files or other sources. That which is not available can be then added to the state's information system. Some resources can be suggested. Once collected this statistical information must be translated into some readily useable (and understandable) format for counselors & clients.

RESOURCES

The first resource is the state agency's personnel to develop a tentative Marketing Management Information System (MMIS). Several

resources would prove useful to access the information which is currently and continually available.

American Statistical Index (Congressional Information Service, Washington, DC): This Index lists most known statistical measures about labor market and economic conditions of the United States. It is a two step process to access information. In the first step, resources can be identified in several ways (see Appendix A). The two most common are by subject and names and by categories. For example, "Bureau of Labor Statistics" has approximately two and one-half columns of listings including the all encompassing "Handbook of Labor Statistics." Another resource details employment, earnings, and hours by industry division, and by 2 and 4 digit Standard Industrial, and by nonfarm industries for states and 263 Standard Metropolitan Statistical Areas (SMSA's). These resources can also be accessed by three major categories: Geographic (census division, state, city, county, SMSA, etc.); Economic (commodity, income, industry, occupation, etc.); and Demographic (age, disease, educational attainment, marital status, race and sex).

After the resource has been identified, the user can simply go to the accompanying microfiche copy of the resource and retrieve the information. The American Statistical Index (ASI) system contains virtually everything one would want to know about previously acquired labor statistics and economic trends.

Monthly Labor Review: The Monthly Labor Review is included in the ASI. It contains articles about current labor situations and every monthly issue contains updated labor and economic data. The list of tables given in the last section of the Review is given in Appendix B.

Occupational Outlook Quarterly (published by the Department of

Labor's Occupational Outlook Service): This magazine features articles discussing forecasts for decline and growth in related occupations. For example, the Spring 1981 issue discussed the apparently high demand for professionals in the computer industry. The Quarterly, is available for a modest subscription price of $6.00/year from the Department of Labor.

Occupational Information System: This computerized system which is in place in most states is being more and more used by rehabilitation professionals in vocational exploration and forecasting of career trends. The typical system includes description of jobs, state forecasts of growth in these occupations, and detailed information on 2 and 4 year colleges and universities. Each state may vary in their system and more advanced techniques and changes may be incorporated.

Employment Services: Currently, the best state-wide resource for statistics, trends, and other services is the Employment Service Offices. These offices are housed in various administrative structures within each state, but come under the Department of Labor. At the present time, budget cuts are being considered which would dramatically affect this program. Unfortunately, in the past, Vocational Rehabilitation and Employment Services have not always worked well together. If a rehabilitation agency intends to utilize market analysis and segmentation techniques, it would be beneficial to use the information resources available to Employment Services.

Employers: Many large firms such as Honeywell forecast their own future needs of skilled manpower. Such companies are often willing to share such information with state agencies and often have it available for public dissemination.

Manufacturing Associations: Many organized groups of manufacturers have data about the demand for skilled specific labor.

Dunn and Bradstreet: The information from this source may be used in determining how well a firm is doing and whether it may be expected to have more or less job openings.

Chamber of Commerce: The resource is extremely valuable for obtaining the list of people in the company. Such information is useful when attempting to access various firms in the community.

Manufacturers Guide: This resource lists manufacturers by occupational specific categories termed Standard Industrial Codes. It yields information on company size, address, and other information. It is published annually with monthly supplements to update.

Private Employment Sector: These profit making organizations must be doing something right or they would not be in business. A conference between the state and a group of these companies could prove very rewarding. In addition, counselors could benefit from closer working relationships with these agencies.

Nonrehabilitation Professional Groups and Organizations: Other segments of our society deal with the measurement, forecasting, and utilization of such data. Attending meetings, subscribing to their journals, or bringing in consultants from these professions may be a valuable resource to assist in setting up the management information system.

DEVELOPING A MARKETING MANAGEMENT INFORMATION SYSTEM

The rationale for a Marketing Management Information System (MMIS) is that it will increase current "sales" and enable a company to do product

development activities based on forecasted changes in the market. The underlying assumption for both uses of an MMIS is the expected impact on "sales." In rehabilitation, a "sale" should be synonomous with successful job placement. It is assumed that the marketing approach to job placement does involve selling techniques. Therefore, MMIS must meet the needs of the counselors (i.e., salesman) when placing clients and meet the needs for forecasting trends which might affect practice, program, and policy of the agency.

It would seem clear that the basic element in the placement counselor repetoire is job matching. Thus, adequate client data must be available to match with adequate employer data. The necessity for job matching is the basis for building an MMIS with information that assists the current job matching process, and also enhances future job matching by predicting what skills the employing community will want. Given that these assumptions are reasonable, it is paramount that the marketing function enhance the selling function (i.e., job placement).

Examples of Marketing Management Information Systems do exist. Currently the trend in Job Account System (West Virginia) and Employer Account System (Iowa) include some of the techniques suggested in this publication. In Appendix C, the Employer Account System of Iowa is given to domonstrate how systematic information on client, employers, and the job matching process is obtained. The system contains the beginnings of the Marketing Management Information System and stresses the importance of the involvement of the counselor in the local labor market information.

Employer Account Systems, or those like it, are not sufficient in and of themselves. Typically, they fail to do long term planning and

allocation of resources for "product development." They do, however, provide support for gaining and maintaining access to the market. Employer Account Systems also point in the right direction for a Marketing Management Information System. An Employer Account System, such as that described for the Des Moines area, would ideally feed into a state wide system. In turn, these would provide for a statewide employer account systems providing for greater access to jobs, at least for those clients who are willing to relocate.

Once the data is compiled at the state level, analyses concerning occupational areas, rehabilitation success and failures, general market conditions and other information must be conducted first for improving the current system by providing general directives. Secondly, trend analyses must be conducted at this level and would, in conjunction with policy decisions, result in the channeling of resources for systematic product development. Of concern, would be increasing job placement in primary market rather than secondary, development of new market segments, and termination of old segments. The feedback between local and state level must be continuous and the system must meet the needs of the current sales operation. Though the information processing demands seem challenging, the developments in microprocessor and their software programs are more than adequate and cost effective to handle the data processing requirements.

Building on a technique like the Employer Account System makes good sense:

- It is currently being adopted or considered for adoption by a number of states.
- It provides the systematic focus necessary for Marketing Management Information Systems.

- Its benefits are more readily and immediately evident to the practicing counselor.

- It provides the basic data elements upon which to add more detailed marketing information.

- It represents the major process upon which a marketing function is designed to impact.

Once the Marketing Management Information System is in effect, one marketing scenario might be as follows. Certain information might lead the agency to decide to enter a new market segment for placing future clients. General guidelines would be issued for development of client competencies in the desired skill areas. Next, the agency would begin an advertising campaign designed at changing attitudes in a desired market area prior to placing any clients in that segment. In addition, the operating characteristics of the new market segment would be specified. At the same time, selected clients would receive the needed skill development. These initial clients would receive special attention to get them placed in the new markets. The success stories would be again advertised, especially within the market segment. Once the market segment has been prepared (i.e., "softened"), placement of further clients will be easier because of the proven success with the initial clients. These techniques denote a marketing strategy, and note that the planning had to be initiated prior to the client becoming job ready. Employer accounts, and those like them, do not currently provide for these features.

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CHAPTER III

PRODUCT STRATEGY

Within the field of rehabilitation the placement function is often not positively perceived by rehabilitation professionals. The handicapped as a potential labor supply are too often viewed negatively because of myths and are not objectively considered for employment based on the merits that they bring with them to the labor market. Rehabilitation professionals must recognize not only that clients can meet employer needs but that we too can offer employers a cadre of services that are not available in scope and quality from any other source.

In this chapter we suggest that an effective marketing approach to placement involves development of a "product strategy." Integral components of this strategy to be addressed by the state agency include: recognizing our product as a valuable manpower resource, developing a service package for employers, marketing the product and product development.

PRODUCT DEVELOPMENT

In our view of the marketing approach to placement, the vocational rehabilitation agency functions as a recruitment specialist and the clients that we offer to potential employers are in fact product. Our product has many positive attributes that we must recognize and most importantly we must clearly convey this positive image of our product to employers.

The product development efforts of vocational rehabilitation agencies will be most effective when developed with a clear understanding of the market place, as determined by a careful market analysis. This data should be complemented by an understanding of the skills required for specific jobs, how clients can best acquire these skills, and a clear understanding of employer expectations. When this data is in hand, it will be in case development, discussion and writing of the Individual Written Rehabilitation Program (IWRP) and subsequent placement plans. In addition, agency

administrators can identify or help develop training programs designed to prepare clients for local employment opportunities.

Developing Vocational Rehabilitation Programs to Meet Market Needs

In his article, "Just Where's the Barrier? A New Look at Employer Attitudes," Robert H. Ruffner cites a study done by the American Management Association in 1980. The results of this study may be used to support the premise that traditionally vocational rehabilitation has not made an accurate assessment of market needs and/or has not utilized information from such assessment in product development efforts.

According to Mr. Ruffner, this study indicates that there are factors other than negative employer attitudes and perceptions that serve to impede handicapped persons in entering the labor market. The following barriers to employment are listed:

- Lack of marketable job skills.
- Inadequate job preparation of disabled people by professional organizations.
- Difficulty in locating qualified disabled employees.
- Poor performance of professional and advocacy organizations.
- Insufficient information and corporate training programs dealing with disability.

Each of the areas identified in the above study serve as examples that can be addressed through product development efforts. Product development in vocational rehabilitation may entail greater counselor intervention in the client's vocational decision-making process, in the selection of vocational training programs, in development of programs to assist clients in understanding employer expectations, and programs to develop

client's personal job seeking skills. This is not to infer that client right-of-choice be negated. However, this right-of-choice must be balanced with appropriate information about the market place to assist clients in enhancing their employability. Obviously, too, employer service programs must constantly be assessed to insure that they meet employee needs and that program development occurs to meet new and/or changing needs within the employment community.

The vocational rehabilitation system we have just described has as its premise that the role and the mission of the vocational rehabilitation program is to provide services to individuals with vocational handicaps in order to prepare or maintain them in employment. Perhaps this is too narrow a view, the vocational rehabilitation mission should be viewed in a larger perspective. In a real sense, the agency program can be viewed as that program responsible to provide the employing community with qualified workers, i.e., these workers, for reasons of disability, need to be readied for employment. It is the responsibility of the rehabilitation agency program to prepare people for the appropriate labor market, i.e., disabled individuals who are no longer vocationally handicapped, to the employing community.

Job Ready Applicants

It must also clearly be conveyed to employers that referrals have been pre-screened for them to insure that the employer requirements are met and that we offer the support services to insure client and employer satisfaction. This positive approach can mean a savings to the employer in personnel and training costs as it provides the employer with information about potential employees that may not routinely be available in making hiring decisions.

In marketing job candidates to employers, only job ready clients are referred. Some aspects of job readiness include the following:

1. Has the basic skills required for the job, e.g., has the required math level, can operate a lathe, etc.
2. Has a demonstrated interest in working.
3. Can get to work site. (Reliable transportation).
4. Understands the employer's expectations, e.g., dependability, appropriate work related behaviors, etc.

Vocational rehabilitation can provide a positive service to employers and increase client placement potential when preparing applicants to meet these employer hiring needs. Many have attended job seeking skills groups or have received individual counseling to prepare them for the job search with the skills needed to locate, secure and retain employment. Therefore, these people began the job search with defined vocational goals and established job seeking skills. These skills can in fact give vocational rehabilitation referrals an edge over the average job seeker by being better prepared to meet employer hiring requirements.

However, often clients have not worked or were unemployed for some period of time, which can result in the development of a different life style from those in the working environment. They need to know what will be expected of them from the employer's point of view, and how their life style may need to change. In a marketing approach this is another benefit for employers.

SERVICES VOCATIONAL REHABILITATION PROVIDES EMPLOYERS

One critical component of a marketing approach in placement is an "Employer Services" program. Simply, this entails identifying employer

needs, developing an employer services package to meet these needs and then marketing the employer services program within the employment community.

The development, implementation and subsequent up-dating of information is a state administrative function. Often, policy and fiscal discussions are necessary which only they can answer.

Recruitment Services

Employers always have a need for skilled personnel and good employees. Even in time of little or no economic growth, employers need to fill vacancies created by attrition. Obviously, vocational rehabilitation agencies cannot meet all the employer manpower needs. However, vocational rehabilitation should be a source of qualified applicants for employers to call upon. They have an advantage because we can offer the employer qualified, pre-screened applicants and we offer these applicants without a fee. To effectively fulfill this role as a labor supplier the agency should:

1. Anticipate personnel needs of employers and make this information available to the field so qualified applicants are available.
2. Be familiar with each employer's personnel operation and gear the approach to accommodate the employer's hiring process.
3. Be familiar with each employer's hiring requirements and the jobs within each company. Have clients prepared for the hiring process.
4. Refer only those clients that in the counselor's judgement can do the job.

Consultant Services

Vocational rehabilitation has a broad array of services beyond our product to offer employers. These services include:

Affirmative Action Assistance. Sections 501, 503, and 504 of the

Rehabilitation Act of 1973 offers the opportunity for employers to integrate the handicapped into the labor market. Title V also allows vocational rehabilitation to assist employers in compliance. The rehabilitation agency can serve the employer by developing and conducting handicapped awareness programs for interviewers, supervisors and co-workers of the handicapped.

Accessibility. The vocational rehabilitation agency has an opportunity to serve employers by providing practical information about accessibility. They can serve as a source of information by providing employers with accessibility standards, reference materials, by doing plant reviews, acquainting employers with what other employers have done and by referring employers to other sources when technical advice is required.

Job Analysis/Job Restructuring. Job analysis is a key service as it enables the agency to clearly understand the various tasks that comprise the job and use this information developing appropriate training programs and referrals. The information gained can be helpful to the employer's personnel function in updating accurate job descriptions. Job analysis can also help the employer in job restructuring to accommodate disabled people.

Employer Financial Incentives. As a part of its employer service package the rehabilitation agency may want to make employers aware of the financial incentives available to them as they hire the handicapped. Agencies should develop a brochure describing "Financial Incentives to Hire the Handicapped" (see Appendix D for example). These pamphlets, written for employers, should contain explanations of various On-The-Job-Training Programs, Projects with Industry, and Federal Tax incentives such as the Targeted Jobs Tax Credit and the Tax Reform Act of 1976 as extended.

In addition to making employers aware of these types of incentives, the vocational rehabilitation agency may wish to assist the employer with the paperwork to take advantage of these programs.

Awareness training programs have proven to be an effective tool in assisting employers in integrating handicapped employees within the work force. Seminars are designed to familiarize personnel specialists and supervisors in basic interviewing and supervising of disabled workers. Specific objectives of these seminars are to insure that upon completion participants will (1) have an awareness of resources available to employers and disabled employees which can aid in job placement and retention; (2) be informed of the residual assests and liabilities involved in mental and physical disabilities; (3) be comfortable in situations involving handicapped persons as job applicants and employees. Follow-up contacts by the agency should be scheduled to further develop placement opportunities for the handicapped.

SUPPORT SERVICES: A NECESSARY WARRANTY

Support services include the knowledge of the employee, the rapport, and availability to help solve problems the employee may be having which are effecting his work relationships. This may mean solving problems which are occurring off the job but which effect the client's work performance or attendance. There may be the need to correct problems occurring on the job, with counseling and/or making modifications at the work site, changing the work environment without causing complications for the employer, and essentially solving the problem and improving the employee's value to the employer. Intervening for the employer in removing a person

who has proved that they are not job ready can also be a service to the employer.

The result of support services can be lower cost to maintain employees and multiplies in savings from a lower turnover rate. At the Marquette Inn in Minneapolis, Minnesota, they feel the cost per turnover is about $500. Since 1978 they have employed persons with handicaps in their food service-steward (cleaning, dishwashing, banquet set-ups, etc.) department and their turnover rate is about 10% compared with the usual 200% rate per year. Support services to these employees from rehabilitation staff with the cooperation and further support from the steward department staff are the main reasons for this low turnover rate. This service is very marketable to employers with resulting high placement rates for vocational rehabilitation clients.

Troubled Employee Assistance

Vocational rehabilitation can provide services that not only benefit the disabled workers return to work but are cost saving for employers as well. There is cost savings not only in reduced insurance costs but cost savings to the employer in personnel and training costs when the injured worker returns to their previous job or a light duty or modified job. Vocational rehabilitation agencies can assist employers in establishing troubled employee programs. Vocational rehabilitation can provide direct consultation with managers who are encountering work related problems with employees as well as direct intervention with clients previously placed who are experiencing difficulties.

MARKETING THE PRODUCT

To achieve success in marketing the handicapped as a source of qualified

competent employees the vocational rehabilitation agency must recognize the existence of employer attitudes toward the handicapped and toward itself as a government agency. These attitudes must not only be recognized, but must be dealt with in a positive manner if the marketing effort is to be successful.

Employer Perceptions of Vocational Rehabilitation

Most employers, with the exception of very small businesses, today are emersed in a miriad of government regulations and related requirements. From such laws as the Fair Labor Standards Act, the Civil Rights Act of 1964, the Vocational Rehabilitation Act of 1973 to the Employees Retirement Income Security Act, along with others, they feel largely encumbered with reporting requirements and various compliance demands. In addition, they are generally defensive about having to assume the burden of proof where employee relations or personnel selection practices are questioned. As a result, it can be logically assumed that government agencies are generally viewed in less than favorable light by private employers, who incur significant costs and who are diverted from full focus on their primary objectives by what they view as the demands of government agencies.

The negative aura unfortunately reflects on social and rehabilitation agencies, as well as others, though their motives are right and the services provided may be supportive to the employer while still meeting the needs of clients. Even agencies like vocational rehabilitation are not fully understood and are often seen in the same negative context despite their placement-oriented purpose and practical services to employers. Without proper discrimination among agencies, they might well be to many employers, "just another bureaucratic agency" ready to impose guilt, unreasonable demands, and bureaucratic processes upon them. Even the most

enligthened employer's perception about social service and rehabilitation agencies can be colored by this syndrome and further be compounded by a continuous flow of well meaning, but annoying, private and public agency and special interest group representatives touting their respective clients or target population. This manifests itself in an uncoordinated mileau of contacts confronting the employer. Some generalize from this sea of contacts and categorize them all as time consuming and impractical campaigners. This, of course, has an impact on the perception and possible effectiveness of even those relevant and constructive agencies like vocational rehabilitation. Though these perceptions do not eminate from a systematic study, they are impressions derived from interaction with personnel professionals and other business management people around the country.

While a dedication to the client's best interest is desirable and, in fact, expected from social service or rehabilitation agency professionals, it is also incumbent on them to understand the needs of the communities in which they work. Especially important are the needs of prospective employers, and how to prepare their clients for productive roles. In the vocational rehabilitation process especially, the client's rehabilitation plan can result in gainful employment when pursued with the needs of the constituent employers and the client's capabilities in proper perspectives. When rehabilitation professionals and their clients have this orientation, they draw a sharp contrast to the agencies and advocacy groups who convey an orientation that their categorical concerns and programs are ends in themselves.

The concept of marketing the rehabilitation approach takes on significant importance; when considering the less-than-open-door attitude

toward government agencies in general; and the ambivalent attitude at best about social service, rehabilitation agencies and special interest groups specifically. A marketing approach can serve to set the rehabilitation agency apart from the unfortunate government agency stereotypes which exist in the business community and should result in an increased level of opportunity for effective interaction between the rehabilitation agency and the employer. Properly done, the marketing approach should condition the employer segments of the community for such a result.

Most progressive employers today are seeking ways to meet their social obligations without compromising productivity and profit. They seek the most streamlined and efficient processes by which to accommodate disabled and disadvantaged people who show potential to perform against normal job standards in their environments, and most would be receptive to consultation from experts, such as rehabilitation professionals, to accomplish this.

The vocational rehabilitation program in this country, with its network of state agencies, has in its basic composition the charter, the mechanics, the skills, the knowledge, and the dedication to strike the necessary balance between appropriate client support and preparation, and relevant service to employers. These merits of the vocational rehabilitation process, along with its products and services, must be communicated to those who can productively utilize the rehabilitated client. Communication can be effective when encompassed in a viable marketing effort geared to counter even the most negative perceptions among employers. Once this is accomplished, concerns about employers' perceptions and attitudes about the rehabilitation agency should no longer be an issue.

Employer Perceptions of the Handicapped

Employers often offer what they believe are reasonable objectives to hiring the handicapped worker. Almost always these objectives reflect the employers' concern about the perceived added costs in hiring the handicapped. These concerns are usually the result of commonly held myths. Studies that have been done provide the data to dispell these myths. One of the most commonly cited studies of handicapped job performance was conducted in the the DuPont Corporation. This study examined the job performance, safety record, and work attendance of 1,452 handicapped DuPont employees. Key findings of this study included:

1. Insurance - No increase in worker's compensation costs and no lost time injuries. Note: The cost that an employer pays for workers' compensation insurance is determined by the type of business and the size of the payroll. Individual employee accident experience may affect workers' compensation premiums. However, employee disability is not considered in computing workers' compensation rates.

2. Physical Adjustments - Minimal with most handicapped employees requiring no special work arrangements.

3. Safety - 96% of disabled workers rated average or above in job safety, and more than half rated above. Note: Remember the better the employee safety record the lower the workers compensation rate for that employer.

4. Job Performance - 91% rated average or above.

5. Job Stability - 93% rated average or better.

A similar study was conducted by the International Telephone and Telegraph Company at its Corinth, Mississippi plant. This study showed that:

1. No disabled worker had suffered more than a minor on-the-job injury while employed by the company.

2. Disabled workers were proven to be more productive and had a lower absenteeism rate than their co-workers.

The U.S. Office of Vocational Rehabilitation surveyed 100 large corporations. This study revealed employer perception of handicapped worker productivity as follows:

1. 66% reported no difference in productivity between the handicapped and nonhandicapped.
2. 24% rate the handicapped higher in productivity than the nonhandicapped while only ten percent reported that productivity was lower for the handicapped.

Data from these studies reveal that the handicapped meet or exceed their nonhandicapped contingents in all significant employment areas. These findings are significant and offer distinct cost advantages to the employer in terms of personnel costs. The vocational rehabilitation marketing approach should contain a segment to effectively portray these positive factors within the employing community both to employers and to labor unions (see Appendix E).

CONCLUSION

A well thought out and well executed marketing effort will reap rewards beyond obtaining "competitive" closures. It will develop support for vocational rehabilitation within the private sector where support is so urgently needed, it will benefit many disabled persons who are not vocational rehabilitation clients, and finally, it will signal to counselors that the agency is sincere in its desire for quality (competitive) placement, and that is is willing to support this effort at the highest levels of administration.

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CHAPTER IV

MARKETING STRATEGIES

PART I

COMMUNICATION STRATEGY

This chapter deals with the dissemination of information to the employing community, with the object of conditioning the market. Administrative or support staff provide an umbrella of information to employers which conditions the market for the field staff to do placement. The value of providing this information to employers is that through knowledge about our product and services they will view the rehabilitation agency as a viable resource of manpower. Our goal is to be viewed as a resource that can provide valid information about that product and also has the expertise to assist in the solving of employers problems.

CONDITIONING THE MARKET

To condition the market there must be a public relations plan that is consistant and ongoing in its message to employers. The kind of information that is disseminated should not be underestimated. It is one of the most important functions in the marketing approach. The information should convey the availability of our product and services, how they may be located, and what are the saleable qualities of our product, as well as defining the services that the agency can provide. A marketing director is essential to achieve these goals. This does not mean an agency needs to rush out and hire one. It does imply that someone needs to be delegated the responsibility of organizing and maintaining a strong public relations program.

PROMOTIONAL METHODS

There are a variety of methods that can be used to promote a product, however, they are not equal in value though each has a place in the promotional pattern. There are advantages and disadvantages to the various methods with varying cost per contact. The efficiency of promotional activity is usually evaluated in terms of cost in relation to results, in our case future job placement opportunities. The following methods should be considered and the ones thought most valuable chosen.

Media Presentation

Television and radio stations. One of the problems with public service announcements is they are aired during "non-prime time." However, many celebrities or prominent persons from the community support hiring disabled persons. Their use can assure prime time announcements and credibility. Other agencies, national organizations and special interest groups also have prepared excellent spot announcements. The key is professional quality announcements which will grab prime time. It is suggested that when local announcements are made that community colleges and university media departments should be used as consultants. At times, a national celebrity may be in town. They can be approached to tape spot announcements and often local stations will use their facilities to assure quality results at no cost to the agency.

Presentations

Slide presentations have been a popular method or promotion, however, there is the need to keep them updated and creative or they lose their value. They should portrait successful placements and employer services. The use of video to disseminate information to employers can also be

effective. Showing the clients and employers at work sites, discussing how the placement was achieved and what employer services were provided can give a refreshing endorsement to using our product.

Scrapbook presentation can be used including charts, graphs, and pictures to show accomplishments of disabled workers in the local areas. Again these need to be updated yearly to be effective.

Films have been another good resource as part of a promotion activity. There are more available now then there have been in the past and they can be very effective in dealing with attitudes and getting the message across. Many organizations (state and university libraries also) will loan films for presentation. The needs of the audience should be ascertained to make sure the film will meet those needs.

Good news articles are always in demand and are another resource for promoting our product. Success stories about clients and employers with the message being how the person can do the job in spite of a disability. We need to be telling more about our success. Rehabilitation professionals write many good articles, but tend to publish them in professional journals. Articles in business journals, on the other hand, can be an excellent method of reaching employers. Businesses also publish newsletters which can be used to reach this audience. For example, the results of the recent DuPont study, including the negative finding, might be accepted.

Promotional materials which are generated at the federal level could be very effective at the state and local level. Job service has operated with that concept for years, with money being budgeted and material being provided to promote knowledge of their service. With the emphasis on placement in vocational rehabilitation it would seem timely

that the Rehabilitation Services Administration would budget for these materials.

Mailing letters or brochures seem to be the least effective and the most costly method of promotion. Employers respond more favorably to letters from prominent people or those familiar to them. Even then some prior contact and follow-up is required to achieve maximum value.

Each region has a representative of the President's Committee on Employment of the Handicapped who is available to help develop promotional activities. There is also free literature available for these activities. National Employ the Handicapped Week which occurs the beginning of the first full week in October has been promoted by the President's committee and there is material available through them or the local job service offices. Activities can be planned involving local Chamber of Commerces, posters in local schools with the sponsorship of a local business. This activity for National Employ the Handicapped Week can be utilized for a month long promotional activity with the week being the kick-off or the culmination of the promotion. This is an excellent way for agencies to capitalize on these materials without major expense.

Most states have Governor and Mayoral committees who will be open to sharing in or planning of promotional activities. These committees are often chaired by prominent business people or political figures. Aid in developing creative job placement announcements should be sought. At times these committees are relatively inactive and need input as to what is doable and of value to the disabled. Business meetings are an excellent way of getting information to employers. They are usually looking for speakers and provide a captive audience of employers. Practitioners in placement, who belong to these organizations, have demonstrated that the

contacts made at these meetings reap increased job opportunities for the handicapped. The agency, if possible, should budget for membership in these organizations for their placement specialists. Organizations such as Chamber of Commerce, Jaycees, Lions, Rotary, Kiwanis will give a direct communication line to employers.

Fairs

Job fairs can be tied to other promotional events like the National Employ the Handicapped Week or Governor-Mayoral Committee conferences.

Business organizations regulary have fairs to promote business. Different industries sponsor fairs for their particular industry and an effort should be made to target activities to meet the needs of those employers , i.e., at a Food and Beverage Industry Fair the agency could promote persons with skills in the food service area and the employer services designed to meet that employer's needs that we could provide. Job ready clients might find part time work in the booths thus displaying their skill to a wide audience.

Union trade fairs can be an excellent method of promotion as well as bridging the gap that has traditionally existed between vocational rehabilitation and unions. The addition of the employer makes this a very beneficial promotional activity. Human Resources Development Institute projects have participated in these activities and can be a resource for information on becoming involved in trade fairs sponsored by unions. Another chapter in this book deals more in depth with labor unions.

Resource Material

Films, tape, and materials are available through a variety of sources. The President's Committee in Washington, D.C., Human Resource Center in New York, Clearinghouse in Oklahoma, and Oratle Library in Iowa sponsored

by the National Job Placement Division. Resources are unlimited if you check at your local libraries, consult with professional organizations, government agencies, Human Resources Development Institute and Projects With Industry staff. Innovation and creativeness are needed as this is a new and growing concept, for much can be achieved with a positive approach such as the marketing approach.

AGENCY SUPPORT AND COMMUNICATION

It is imperative to have agency support to carry out the marketing approach. This should start at the management level and work down to the various levels reaching the placement practitioners. It is important that there be a commitment at all levels. Promotional activities are broad in scope and have sometimes been viewed in the past as not cost effective or given low prioity. This is very evident in states that have not given placement a priority in the past. States that have developed a progressive placement program will not have difficulty or may already be attempting to develop a strong promotional program. There is the need for money to be budgeted for advertising and promotional activities. Sometimes there is the tendency to cut promotional costs when budgets are minimal, however, it has been proven that increased promotional activity will result in an increased demand for products and services.

MARKETING STRATEGIES

PART II

CHANNEL STRATEGIES

The development of approaches that access the market through various conduits is an important marketing strategy. This chapter divides these conduits in three sections; peer relationships, direct employer contact and interest groups. There are specific skills and techniques which can be used in each of these areas and in the general channels strategy. It is the intent of this chapter to provide specific "how to" in using channel strategies. It must be realized that these strategies need to be modified to meet the geographical and business and labor variations in the area where they are being implemented.

PEER RELATIONSHIPS WITH BUSINESS AND LABOR

It is a fact that personal contact is the most effective way to communicate information about a product or service. Meeting the prospective client, the business or labor person, on a peer level is the recommended method. The following are some ways of establishing these contacts.

Memberships in Organizations

Each community has business, labor, service or other similar organizations that are open to the rehabilitation professional to join. These can include Rotary, Kiwanis, Chambers of Commerce, Private Industry Councils (PIC's), personnel, industrial, union councils, professional discipline, among many. They usually meet monthly at lunch or in the evening and can be a vehicle for informal contact or specific presentations as well as a source of information regarding local economic trends. The state agency will need to make the financial resources available to join these groups. Business organizations also have internal committees dealing

with personnel issues where people from the community are asked to contribute. Strategy of knowing people in organizations will assist in involvement on these committees.

People from the business community should also be asked to join organizations such as the local chapter of the National Rehabilitation Association.

Interacting with the business community in this way will give you contacts with various levels of management. It is important to be selective in joining those organizations that meet the marketing goals and objectives.

It will be discovered that there are groups who meet frequently for specific business purposes. Their topics may include personnel, finance, building operations, benefits. Business contacts already established will lead to those meetings where presentations can be given about employment of people with disabilities.

Community Involvement and Board Memberships

Agencies that assist in meeting community needs often attract business and labor personnel to be members of their board or committees. The organization's purpose may be concerned with disability such as United Cerebral Palsy, Easter Seal, etc., or they may be more community oriented such as hospitals, universities, United Way, Red Cross and governmental committees. Joining these facilitates informal contacts with the employer or labor leader and assists in the public relations promotion of the rehabilitation person and purpose.

Advisory Committees

The vocational rehabilitation agency should have its own placement advisory groups comprised of business and labor representatives from the

community. These people are in constant touch with the local economic conditions and can assist you in determining job market trends, specific needs of the market business organizational objectives (opening of new plants, new products). They can also assist in realistic interview practices, job expectations, and generate support for hiring the disabled in their organization.

These advisory committees should be led by the business or labor people. They should select their own chairperson and most, if not all, of the meetings should be neld at their respective places of business. This is also a way of developing entry into the marketplace.

While the issues that the group address may be initiated by you, they will also determine needs that exist such as vocational training or business education that they will want to address and perhaps appoint subcommittees. These issues will bring about further expansion of the committee members.

Issues Effecting the Disabled

The effects of Sections 503 and 504 of the Rehabilitation Act has brought about increased awareness on the part of not only the person with a disability but the community in general of issues such as employment discrimination, accessible housing, transportation, resources for recreation and socialization. To deal with these concerns, organizations have been formed such as Centers for Independent Living, advocacy groups and others that ask the business person to be involved. Focusing of these issues in a cooperative effort with the disabled person and employer can be an effective channel strategy. In essence, you are participating in the process of change not just promoting it. The business person's focus

will lend itself to the economic issues and can facilitate further financial incentives.

Employer Account Systems

Employer account systems have been used by the vocational rehabilitation community in several parts of the country to do the following:

- To provide a systematic approach to job placement, thus avoiding duplication of efforts by vocational rehabilitation staff.
- To meet employer needs quickly and effectively, thus improving relationships between vocational rehabilitation and employers.
- To acquire and record up-to-date information about the local job market.
- To provide a broader base of job leads for disabled clients.
- To make job leads more easily accessible to counselors and job-ready clients.
- To increase the number of successful job placements.

Further, it was hoped that the Employer Account System would, by achieving the objectives listed above, enhance vocational rehabilitation's image in the community and increase the agency's visibility. (Tooman, 1981). This systematic approach to contact and service provision with employers is a useful tool in implementing the channel strategy.

Professional and Governmental Organizations

Organizations in both the rehabilitation community and in business and labor have special interests that are important to the marketing strategy. These organizations include groups such as the Chambers of Commerce, National Rehabilitation Association, labor unions, Industrial Trade Associations as examples. On a state level, there are govenor's councils on employment as well as various labor task forces which focus

on your product. Placement of qualified people with disabilities in productive competitive employment is a key issue to these major private and public associations. They also impart greatly on the legislative movement and the economic directions nationally. Active membership in professional and governmental organizations, communication with them and understanding their special interests is an important channel strategy.

DIRECT EMPLOYER CONTACT

Joining organizations or community involvement can facilitate peer relationships and confidence within the employing community towards the agency and its products. The ultimate "sale of the product," i.e., job placement for a person with a disability, must be on the turf of the employer. The channel strategies that can be used are discussed below.

Preparation to Enter the Marketplace

One can look at this preparation to enter the marketplace in four elements; style, terminology, timing and follow up.

Knowing the employer, business person, union leader on a peer level and in their own environment has been indicated to be important. Your style of communication is also very important. Try to fit in to the environment based on their style. This could include dress style, first or last name usage, formality or informality of communication, appointments in person or by phone. When in their arena, as much as possible, play by their rules. Research the organization in advance.

The terminology of the business person is different than the rehabilitation person. A client is an applicant, placement is employment, profit centers replace cost centers. Specific industries have their

terminology. By doing your homework and knowing the general and specific terminology and using it will make dialogue easier.

Like all busy people, there are better times than others to talk to an employer. If it is a specific item such as marketing your product, then it is best done by appointment during the day. Should you want to discuss an idea or proposal, lunch may be the best time. Depending upon the organization, cocktail hour or dinner may be appropriate marketing times. In addition, certain days of the week or parts of the month may be more appropriate. This is all part of knowing the organization.

It is difficult to know when you have marketed your product (I made the sale). When the emloyer begins to ask specific questions about an applicant or service, stop marketing other "products." Focus in on what the employer wants and finalize the order. Leave other potential "products" to some other times. It is wise not to oversell. Give them what they want that you have to offer.

After you have marketed your product your best strategy is a follow-up phone call. Offer to problem solve if necessary, to improve the prouct, answer specific questions. Call before being called and let them know you are there to help.

Projects With Industry are contracts or jointly financed cooperative arrangements with employers and other organizations to establish projects designed to prepare handicapped individuals, especially severely handicapped individuals, for competitive employment. By interacting with the local Projects With Industry (PWI) programs, this channel will establish key business contracts, appropriate employer needs and a willing marketplace for your service. Marketing strategies should involve cooperative efforts with PWI.

Barrier Removal

An effective strategy to assist the employer within their own facility in removing the barriers to employment effecting the mobility of people with disabilities, including the visually handicapped and hearing impaired. It is even more effective when you call upon people with various disabilities to assist in reviewing an employer's facility.

Together the rehabilitation professional and prospective employer make reasonable and cost effective modifications of its premises in order to accommodate the person who is handicapped. Your tactic is to conduct surveys, make reports, and consult on the implementation of any changes to be made, with an emphasis on cost effectiveness and productivity which is the major concern of the employer.

Some barrier removal and modifications may not necessarily look to be cost effective immediately to the business person, especially if it involves extensive modifications of the building including ramping, door widening, etc. However, if your strategy is to show the employer how all employees can benefit from these changes by increased safety, less energy expended using ramps, increased productivity and tax deductions then you will see a greater acceptance on the part of business.

The services you provide to the employer including job analysis, job modification, job restructuring, assisting in personnel department concerns, specific employer training seminars and provision of written material are also useful as channel strategies.

Often you are more familiar than employers regarding sources of funding that may be available to them in the employment process. Tax incentives, training, support, wage reimbursement are among the funding resources that are available to employers about which they should be aware.

Your expertise makes you a member of the employers team. The discussions will remove many of the myths and stereotypes about disability and establish you as the expert while promoting good human relations on a personal peer level.

It is helpful to know people at various levels in the marketplace. When you are in a facility, even for a specific purpose, stop in and say hello to your other key contacts. Always leave your card if they are busy with a personal note on the back, if appropriate.

An important person to know for all your management contacts is the secretary. This person can be certain your messages are received, phone calls returned and projects given priority. So, be courteous (leave your frustrations elsewhere), friendly, and learn their name.

All of these services provide direct employer contact. They are valuable services to the employer and at the same time make you a valuable resource. At times, you become part of management, training, personnel, finance, building operations, and educating. The goal is to be seen as a well regarded consultant.

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CHAPTER V

LABOR AND THE MARKETING CONCEPT

This chapter speaks from an AFL-CIO perspective. However, the strategies suggested would be effective with other unions or employee associations. A case is made for: establishing communications with labor; getting labor involved in the marketing program; identifying key union people; involving labor in design of training programs; and an understanding of union operations and systems.

The local labor union is potentially one of the most influential and supportive groups with which the vocational rehabilitation agency will interact when utilizing the model to market its work-ready clients. In order to communicate more effectively and productively, it is necessary that what unions are and how they operate is understood.

By definition, "organized labor" refers to workers who have combined into organizational units of one kind or another for the purpose of improving their economic status. The "labor movement" connotes the unified purpose, activities and aspirations of these workers.

Local labor unions vary in strength and authority, depending upon the leadership, economic variable, and the political dynamics which are operating in, and are unique to, specific regions. However, the organizational structure, functions and formal operational procedures remain consistently the same as all other local unions throughout the country.

UNION FUNCTION AND STRUCTURE

Graphically, the organizational structure of the AFL-CIO is detailed in Figure 1. A simplified structure delineating each governing body which is responsive to the membership (in that it is elected by the members) is

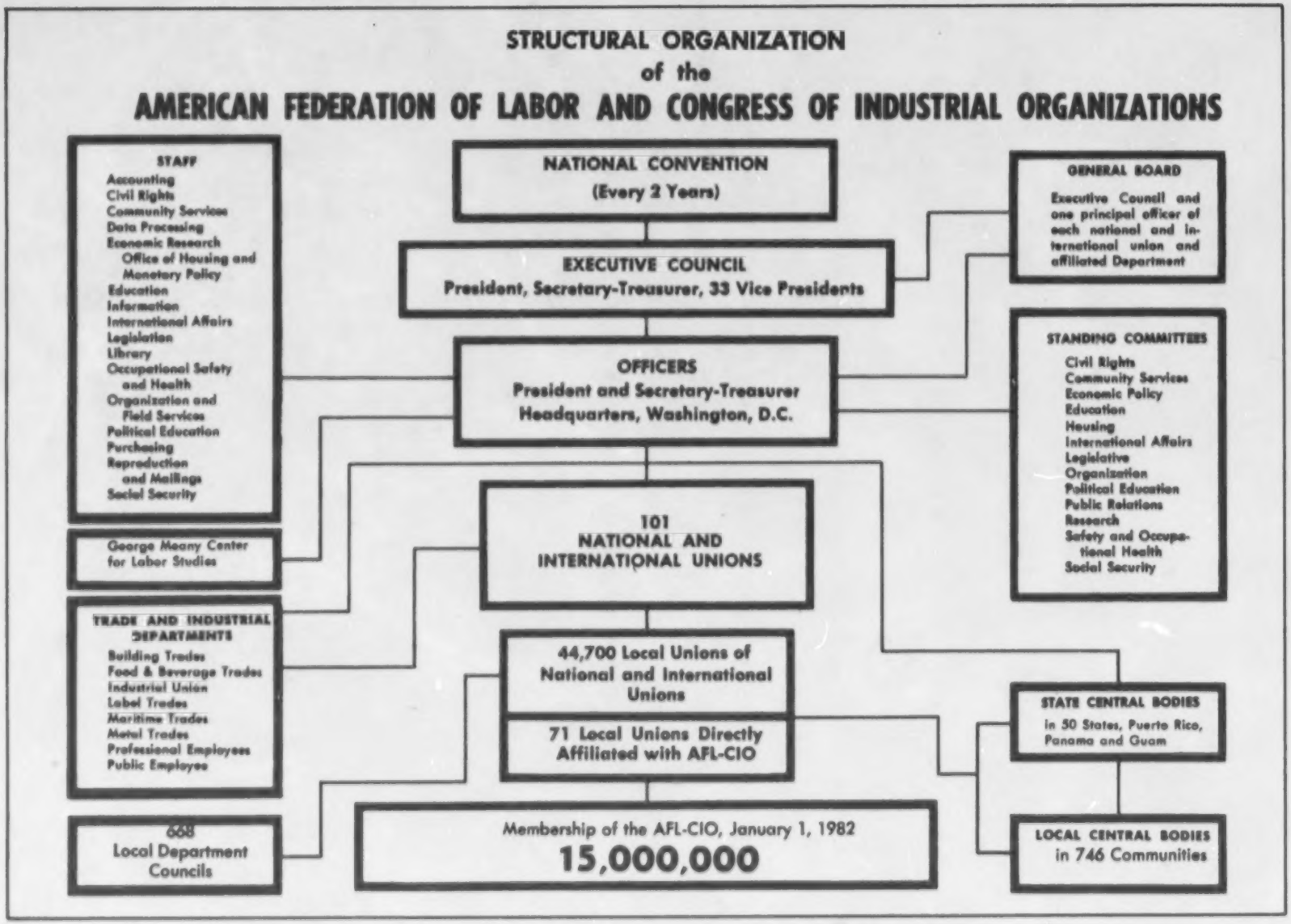
STRUCTURAL ORGANIZATION
of the
AMERICAN FEDERATION OF LABOR AND CONGRESS OF INDUSTRIAL ORGANIZATIONS
STAFF
Accounting
Civil Rights
Community Services
Data Processing
Economic Research
Office of Housing and Monetary Policy
Education
Information
International Affairs
Legislation
Library
Occupational Safety and Health
Organization and Field Services
Political Education
Purchasing
Reproduction and Mailings
Social Security
George Meany Center for Labor Studies
TRADE AND INDUSTRIAL DEPARTMENTS
Building Trades
Food & Beverage Trades
Industrial Union
Label Trades
Maritime Trades
Metal Trades
Professional Employees
Public Employees
668
Local Department Councils
NATIONAL CONVENTION
(Every 2 Years)
EXECUTIVE COUNCIL
President, Secretary-Treasurer, 33 Vice Presidents
OFFICERS
President and Secretary-Treasurer
Headquarters, Washington, D.C.
101
NATIONAL AND INTERNATIONAL UNIONS
44,700 Local Unions of National and International Unions
71 Local Unions Directly Affiliated with AFL-CIO
Membership of the AFL-CIO, January 1, 1982
15,000,000
GENERAL BOARD
Executive Council and one principal officer of each national and international union and affiliated Department
STANDING COMMITTEES
Civil Rights
Community Services
Economic Policy
Education
Housing
International Affairs
Legislative
Organization
Political Education
Public Relations
Research
Safety and Occupational Health
Social Security
STATE CENTRAL BODIES
in 50 States, Puerto Rico, Panama and Guam
LOCAL CENTRAL BODIES
in 746 Communities

Figure 1

represented in Figure 2. In reviewing the structure, it should be noted that the AFL-CIO is a federation of autonomous unions and has no direct authority over the internal affairs of any of its member unions so long as they do not impinge upon the jurisdiction of another affiliated union.

At the national level, the representatives of international and national unions, which are affiliated with the AFL-CIO, represent their local union's interest by assisting in the formulation of broad policy which can affect all working men and women. It is "the union of unions" which "speaks as the national voice of organized labor" (West Virginia R&T, 1977). Its primary functions include: assisting unions in organizing workers; promoting favorable labor legislation; informing members of political issues and endorsing candidates for public office; fostering union education; and encouraging the development of local ties with health and human service agencies through its Department of Community Service Activities.

Locally, the structure is referred to as the City or Central Labor Council or Body. It is made up of representatives from local unions of the national or international unions which are affiliated at the national level. The State Labor Council is then composed of representatives from the City or Central Labor Council. When interaction is initiated between the local rehabilitation agency and the local union, it would be unusual that involvement beyond the City or Central Labor Council would occur.

LABOR AND THE DISABLED

Aside from maintaining the obvious responsibilities of representing its membership in the workplace, the American Labor Movement has worked for decades to achieve improved services and benefits for all workers and their dependents, including those with handicaps. In recent years unions

AFL-CIO ORGANIZATIONAL STRUCTURE

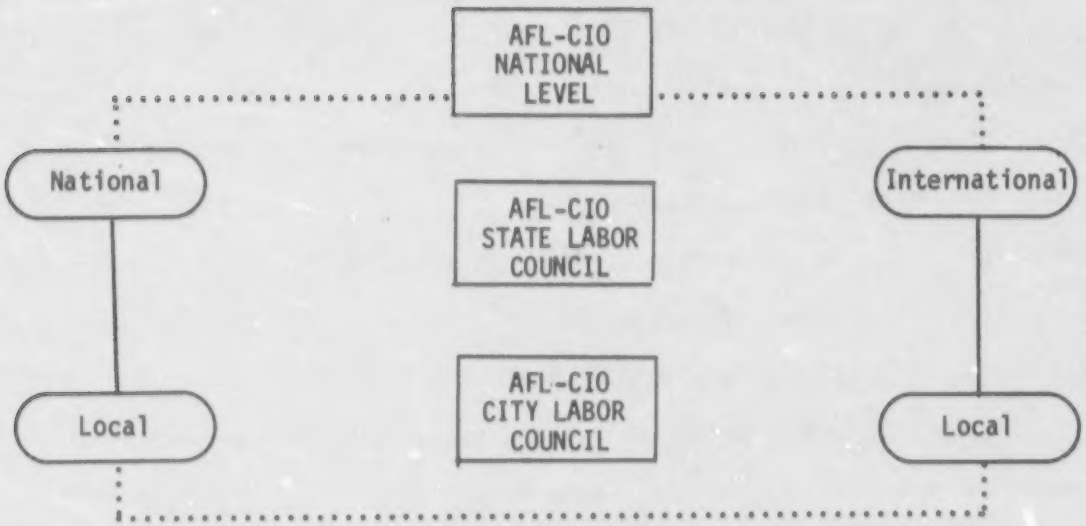

FIGURE 2

have become increasingly active in meeting certain social service needs of its members. Joyce Miller (1978), a National Vice-President of the AFL-CIO, states:

> Some unions have constructed professionally staffed and well equipped health centers for members and their families. Among these are centers which provide programs of physical therapy, psychiatric evaluation and counseling, as well as referral to community vocational rehabilitation agencies. . . The New York Central Labor Council, through its Community Services Department, has for 10 years conducted a counseling and referral service for disabled individuals. To date, this program has served more than 10,000 handicapped persons and their families.

The motivation of unions to assume greater responsibility for its members' welfare has evolved out of the democratic tradition inherent to the unions' philosophy in the United States. It has been observed by Tannenbaum (1962) that, "A union, by assuming responsibility for the welfare of its members and acting as their agent, must of necessity be concerned over every item that affects their fortunes." In light of current legislation designed to protect and promote employment opportunities for the handicapped, unionists, along with employers and other groups, are exploring new ways to proceed. The recent adoption of the following policy statement illustrates the AFL-CIO's concern (1978):

1. It is the policy of the American Federation of Labor and Congress of Industrial Organizations that every practical means shall be used to insure equal opportunity in employment of all qualified handicapped workers--both mentally and physically handicapped.

2. The Federation strives to increase employment opportunities for the handicapped through collective bargaining agreements and union-management cooperation.

3. The use of pre-employment physical examinations for any other purpose than to determine physical or mental ability for a suitable job is unsound.

4. The Federation seeks the extension of rehabilitation

services through the expansion of existing facilities and the creation of new facilities wherever needed.

5. The Federation strives to extend the benefits of legislation to all states and to improve the laws now enacted in order to extend second injury protection (a) to a wider range of disabilities and aggravation of existing disabilities, (b) to workers whose disabilities were non-compensation cases, (c) to veterans with service-incurred disabilities.

6. The Federation recognized the wisdom of active participation in community programs for the handicapped and encourages its state and city central bodies to take an active part in the state and local committees for the employment of the handicapped.

Such broad policy statements have inspired some local unions to begin exploring the development of programs for the disabled. Several are primarily job-oriented. For example, the AFL-CIO's Human Resources Development Institute (HRDI) has expanded its job development and job placement services to include the handicapped. In cities where the Central Labor Body has chosen to initiate the program, a Handicapped Placement Specialist who has been trained to work with the disabled. They have a background in the labor movement, and are officed in the Central Labor Council Building. The Handicapped Placement Specialist's function is to serve as a liaison between labor, employment and rehabilitation so that employment for the disabled is promoted. Where such programs exist, marked increases of disabled workers placed into union-affiliated employment has occurred. Since this accessing of union jobs to the disabled population is a primary goal of the marketing program, diverse approaches to meeting this end must be pursued.

UNIONS AND THE MARKETING CONCEPT

Communication is the essence of the marketing program. An obvious implication is then meaningful dialogue between the various publics. In

creating a viable interaction between local labor organizations and rehabilitation agencies, the overall marketing model will of necessity address some basic tenets of American Labor's philosophy. Like other organizations, the local labor union observes certain elements of protocol, tradition, authority, and constraint. A valuable component contributing to a successful marketing program will be local agencies personnel discerning and observing these elements, which are unique to the region in which the local union is situated.

An appropriate time for getting labor involved in the marketing program is during the initial planning phase. Labor representation on a planning committee can be a valuable resource in providing data regarding local labor market trends, employment needs of the community, training needs, and apprenticeship programs. Identification and selection of key unionists to serve on planning committees will be essential in eliciting support for greater employment opportunities for the disabled. Invariably, these men and women have been involved in the interworkings of their respective unions over a long period of time. They are usually current or past union office holders who have had the responsibility of representing their membership at the local, state or national level. The dynamics of their power and influence in the local labor movement is in direct proportion to the strength of the membership who elect them.

In addition to local union and central labor body officers, other union affiliated personnel can be influential in initiating communication between labor and vocational rehabilitation. Representatives of union sponsored programs, such as the Human Resources Development Institute and the AFL-CIO Community Services Department can be instrumental in developing

fruitful relationships. These representatives are closely attuned to the goals of the labor movement and have daily contact with union representatives. Due to the nature of their work, they often deal directly with other community social service agencies, and they usually maintain a high profile in the labor community by addressing the immediate needs of union and non-union people with problems. Additionally, involvement of apprenticeship program directors and/or trainers in the initial planning phase may be beneficial, especially where this relationship has already been established through past associations.

In communities where a vocational rehabilitiation agency and local unions co-exist, it is indeed likely that some sort of working relationship between the two has already been developed. The nurturing and enhancement of this relationship could be a first step toward accomplishing the marketing goal. Careful evaluation of this existing relationship should be weighed in terms of past measurable results.

By involving labor in the marketing program it would seem logical that the agency could draw upon labor as a resource. In turn, the feasibility of labor viewing clients as a valuable resource for meeting manpower needs should be included in the comprehensive marketing plan. A viable approach to achieve this end requires a cooperative arrangement whereby both parties become involved in the design of training programs for disabled clients. By combining the expertise of the Department of Labor's representative from the local Bureau of Apprenticeship and Training (BAT), with apprenticeship directors and appropriate vocational rehabilitation personnel, realistic training programs could be developed. However, certian institutions unique to organized labor will warrant meticulous observation and consideration. The issues of "contact" and

"seniority" have often been cited as the elements negating handicapped employment in the organized shop. In reality, they have been dealt with ineffectively due to a lack of understanding by individuals who are unfamiliar with labor practices.

Several years ago (1977), the West Virginia Research and Training Center researched the elements of "union contract" and "seniority" in an attempt to enlighten rehabilitation personnel. This research reveals that the contract is more than an agreement between the union and mangement. They stated that:

> The VR person must understand the central role of the union contract. Loosely defined, it is the agreement negotiated with management through collective bargaining, governing the rate of compensation and all other terms and conditions of employment.
>
> However, such a definition inadequately conveys the almost sacrosanct character of the contract to organized labor. The lion's share of any union's energy. . . is concerned with negotiating the contract and seeing that it is enforced. However, to appreciate the central role of "the contract" to labor, the VR person is reminded of the following three points:
>
> 1. Every union official from shop steward on up is likely to know the contract, chapter and verse, where the i's are dotted and the t's are crossed. Such investment of energy to acquire intimate, detailed knowledge of the contract is indispensable if labor is to see that contract violations by management do not occur. In other words, to see that the contract is complied with.
>
> 2. How effective members see union leadership in negotiating contracts will influence whether such leadership continues in power.
>
> 3. The contract may also have a great deal of symbolic, emotionally charged value to labor. . . For example, contracts typically contain seniority system provisions. In fact, if there is anything in labor that approaches the contract in its sacrosanctness, it is the seniority system. One application of the seniority system is its use to determine progression from entry level jobs (e.g., dock loader) on up to better paying and perhaps physically less demanding jobs (e.g., dispatcher on a loading dock).

It is possible that a disabled VR client may be qualified and able to perform the higher-level jobs but unable to perform entry-level jobs. (It is also possible to have the reverse, e.g., a person with mental retardation may be able to perform job level A, but not job level B.) If this person is not already a union member, his presentation for employment at the higher-level job would require a by-passing of the seniority system. This is a thorny issue and one not easily resolved. Indeed, it may never be resolved at the general principle level. It may have to remain a case-by-case, individually negotiated issue.[1]

Our point here is to sensitize the VR person to labor's viewpoint when placement of a disabled person butts up against a contract provision. The VR person's skill at successfully negotiating favorable outcomes for his client will depend on a myriad of factors, some of which are:

1. Has the VR person shown an understanding of the union's problems in this regard? References to contract waivers that reflect ignorance of the significance of what is being asked likely will have negative consequences.

2. Has the VR agency developed a previous relationship with the union to promote an atmosphere of trust and mutual self-interest? If this is the first contact of VR with unions, or if previous contacts have been seen as negative, the chances of successful negotiation are less. . .

3. Has the VR representative sought alternative solutions from labor and management? Or is he/she in a position to propose alternatives for consideration? For example, on the seniority question, one compromise might be to hire a person in at the higher-level job (say level B) but not permit him/her to begin to earn seniority until they have been in the job for a certain amount of time, e.g., the average time workers typically spend in the level A job.

It should be noted that labor has begun to recognize its own rigidity in adhereing to "hard and fast" guidelines, and more and more AFL-CIO contracts are including clauses which generally treat the subject of providing protection for the handicapped worker.

[1] Editors Note: Commonly called Red-Lining.

In conclusion, the following should be observed by vocational rehabilitation when initiating the marketing program to make union employment more accessible for the handicapped:

1. Establish communication with labor.
2. Discern the unique features of the local labor movement.
3. Get labor involved early in the marketing program.
4. Identify key unionists to serve on planning committees.
5. Build on existing relationships between vocational rehabilitation and labor.
6. Involve labor representation in the design of new training programs.
7. Acquire intensive understanding of union operations and systems.

It is evident that vocational rehabilitation and labor have a tremendous opportunity to influence positively the lives of millions of disabled people in our country. By uniting forces, positive change can occur. As the AFL-CIO (1980) has stated:

> The handicapped can be helped, but only with community understanding and support. Trade unionists can do their share in three ways: 1) By recognizing the handicapped person's desire to be independent, 2) By believing the handicapped person, in most cases, can be helped to achieve some measure of independence, 3) By making sure the community has the skilled professional help and the facilities required for comprehensive rehabilitation.

Finally, the measure of success in utilizing the marketing model with labor will ultimately depend upon the actors involved. As mentioned earlier, the unique dynamics of a particular locale will be a determing factor. But, quite obviously, labor policy has never before been in greater favor with the objectives of vocational rehabilitation. As the late George Meany (AFL-CIO 1980)) once said, "We look upon the disabled . . . just as we look upon any other group that suffers from prejudice . . . and

inadequate opportunity. We want to help them with their full status as productive citizens."

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CHAPTER VI

IMPLICATIONS FOR VOCATIONAL REHABILITATION AGENCIES

This chapter will discuss in some detail the implications for vocational rehabilitation agencies of all that has been written so far. Besides a discussion of why the marketing approach is important at this point in their history, it discusses how the marketing approach affects both the rehabilitation agency and the environment in which it exists. The implications for state agencies in the area of policy (decision making), program development, training, agency organization and staff assignments will be summarized from the preceding chapters. Finally, some suggestions will be made about how a marketing plan might be developed by a state agency.

IMPORTANCE OF THE MARKETING APPROACH TO STATE VOCATIONAL REHABILITATION AGENCIES

Marketing is not a new concept in the business world. Why then is the rehabilitation world being taken by storm with this concept at this point in its history? The answers are not hard to find.

There is a developing agreement that the private sector and individuals will be taking a much greater responsibility for social programs and that federal involvement should be decreased. Whatever the merits of this viewpoint, there has in fact, been a decrease in federal support of social programs, including vocational rehabilitation. Both this financial squeeze and the philosophy of greater involvement by the private sector has caused state agencies to forge closer ties with the business and the employer community. Part of the reason is, of course, survival. The cost of inflation and fewer rehabilitation dollars, have made agencies look for ways to make these dollars stretch. The agencies have a continuing responsibility to find better ways of meeting their goals of

placing handicapped individuals in employment. Vocational rehabilitation agencies can less and less afford poorly conceived vocational plans for clients which prepare them for job markets that do not exist or provide them with skills that are not marketable. Only by systematically building in links with the business community can vocational rehabilitation assure a continuing supply of job openings, acquire the expertise to do good planning with clients, and develop ways to share the burden of preparing and maintaining individuals with handicaps in the job market.

Vocational rehabilitation agencies around the country have had to reduce their staffs with diminishing resources. Many states that employ job developers or job placement personnel, have cut these positions first. Despite the fact that placement is their primary goal, rehabilitation agencies cannot afford both counselors and placement officers. This puts the burden of job development and job placement back on the counselors' shoulders with the myriad other responsibilities their job contains.

Counselors, especially when working with severely disabled individuals, spend a majority of their time with such things as diagnostics, evaluation, plan development, counseling, obtaining services, monitoring progress and providing information and referral services. Despite the best of intentions, it is difficult to fit job development and placement into this schedule.

The literature in rehabilitation, thus far, has primarily discussed how to improve the placement skills of counselors or the role and function of placement specialists.

Management has a primary responsibility for developing and implementing the agencies marketing plan. The marketing approach advocates that every individual in the agency has a responsiblity in the placement

function. It is not just a counselor and district manager's responsibility. By involving all of the agency's personnel resources in the effort, placement efforts are enhanced and ease the burden on the counselor.

GENERAL IMPACTS ON STATE VOCATIONAL REHABILITATION

Client-Centered vs. Customer-Centered Approach

By referring to the potential employer as the "customer," we have in essence recognized the fact that the agency has two clients, 1) the individual receiving vocational rehabilitation services and, 2) the employers who are "purchasing" vocational rehabilitation products, job ready people.

This dual viewpoint creates a dilemma for vocational rehabilitation agencies. The hallmark of the vocational rehabilitation program has been and continues to be the individualistic approach to service delivery. When an agency develops a marketing plan, it, by necessity, must make some decisions about what employment markets to tap and what kind of "products" it is going to "sell." If the vocational rehabilitation client is one of the "products," then agencies must begin to make some general decisions about such things as the amount and types of training the agency will commit itselt to and the kinds of clients it will determine feasible. This is a very difficult area and could become the "Achilles Heel" for the marketing approach unless each agency honestly deals with this issue. The two approaches (client-centered vs. employer-centered) are not mutually exclusive, and both foci can be accommodated, and even enhanced, in one comprehensive marketing plan.

Vocational Rehabilitation Agencies and Their Organizational Environment

Some state agencies are allied with employment-related programs (Job

Services, Unemployment Insurance) such as occurs in umbrella organizations. A marketing plan might, in such instances, be developed as a joint endeavor. Vocational rehabilitation agencies which are organizationally linked with social service agencies or are freestanding should develop their own marketing plan. Vocational rehabilitation agencies which are organizationally tied to education and vocational education are in a situation to develop yet again another type of marketing plan. In any case, the marketing plan must consider the roles of all the other agencies which have responsibilities in the areas of employer relations, placement and vocational preparation.

The Marketing Director

Policies that state the "placement has a central role" within an agency are not enough nor is the mere existence of a marketing plan. Evidence that this is truly so only exists when the organizational structure reflects this concern.

Marketing directors must also be on a high enough organizational level so that they are recognized as, and can in fact be, the agency's representative to the highest levels of management in the business and corporate world. A representative without power within the organization being represented soon loses credibility.

Regional marketing directors with responsibilities much broader than what are traditionally given to placement specialists could also be established. Such individuals can become the agency's representatives to the local employing community and responsible to provide or coordinate a host of services to the employers beyond the establishment of liaison and/or job accounts with employers and assistance in the placement process.

Marketing staff not only need well-prepared vocational rehabilitation clients to offer employers, they also need to broaden their product line with such things as rehabilitation engineering services, consultant services, employee training packages, compliance checks, program development services, test construction, and follow-along services for the client. No company would dare rely solely on the sale of its primary product without considering and attempting to meet other customer needs which may arise and which support their main "product line." In this case job ready employees.

GENERAL EFFECTS ON THE REHABILITATION ENVIRONMENT

The Marketing Approach and University Long-Term Training Programs

Training of vocational rehabilitation counselors in universities tends to be based on a therapeutic model or how to develop and maintain a helping relationship to a client. Much emphasis is given to medical/psychological aspects of disability, medical terminology, psychology, counseling techniques, methods of evaluation, vocational evaluation and testing. These programs have also begun to provide training in job placement skills and techniques. This is a good trend. However, this should be expanded to include information about public relations, salesmanship and basic marketing principles. It is suggested that supervisors, managers, training officers, program development personnel also avail themselves of such training programs.

PLANNING IMPLICATIONS OF DOING MARKET ANALYSIS/MARKET SEGMENTATION

Market analysis/segmentation addresses the need to describe, analyze

and segment the employment market as a basis for developing and maintaining the success of the agency's marketing plan. There are important implications for vocational rehabilitation agencies in several areas.

Implications for Decision Making

Analyzing and segmenting the market are done to make it possible to target or focus services. Once an analysis is done, a vocational rehabilitation agency must look at the data, study the various strategies, and begin making very deliberate decisions. The results of such an analysis become part of the marketing plan. Agencies need to decide systematically such things as: which type of employer markets it wants to target (e.g., primary labor market, secondary labor market, unions jobs), the maximum levels of training it will sponsor and what effect this decision has on the market, how much of the available resources will go to various targeted markets (e.g., number/percent of clients to be placed in competitive employment versus sheltered and other noncompetitive occupations) and what type(s) of clients the agency will serve to the extent that this impacts on targeting and accessing certain employer markets.

Vocational rehabilitation agencies traditionally do very little of this type of planning and policy development. The marketing model provides a rationale and a method for doing such planning in a systematic and coherent fashion. This approach requires, a great degree of assessment and honesty by an agency's administration and may effect or impact on an agency's order of selection. Nevertheless, in these difficult times, staff need the support and guidance that such a plan can provide for their own decision making.

Implications for Program Development

Conducting proper market analyses and market segmentation studies as

a prelude to decision making requires data. Once a marketing plan is implemented, agencies need to monitor and evaluate the results. In order to do these things, vocational rehabilitation agencies need to develop or enchance (either alone or with others) their information systems to meet these needs. The systems need to be able to: analyze market information in a way that is consistent with the marketing strategies that have been adopted; provide information quickly and consistently; communicate the information accurately and quickly to field staff; be flexible and multifacted so that all important facets of labor market analysis are reported, e.g., current jobs, future jobs, turnover rates, requirements for accessing the jobs; and contain a feedback loop which reports on vocational rehabilitation placements in the same way that the other data is collected and reported.

This is a tall order. Although many vocational rehabilitation agencies do not have the capacity to collect and report on this type of information, many other state agencies such as State Occupational Information Coordinating Committees, Vocational Education, Job Service, Labor Councils, Councils of Government do. Close coordination and sharing of such information between the agencies can go a long way in building an adequate data base for implementing and monitoring a marketing plan.

It is impossible to stress too much, however, the critical need to have fast and accurate information. Casual information shared at staff meetings between counselors is not sufficient. This type of information is often too slow, imcomplete and sometimes even inaccurate. The employment market shifts constantly, and having the edge in terms of timing, is what makes the difference.

Implications for Training

A primary consideration, when developing a marketing strategy, is the need for all staff to be thoroughly familiar with marketing concepts and market information so they can use this information to implement the agency's marketing plan. Active involvement of staff in a training mode will allow individuals to draw out the implications of the information themselves as it applies to their assignments.

In addition, training is also required to acquaint staff with how to access available information. Staff also need to know how to make this information work for them, with their particular caseloads and assignments. There needs to be discussion and training on how a marketing plan and the data to support it is used in casework and Individualized Written Rehabilitation Plan development. All levels of staff within an agency need to be involved in such training.

Organizational Implications

There are two types of organizational issues involved. The first deals with the assignment of jobs and job duties within an agency. It seems clear from the above that conducting market and market segmentation analyses requires some reassignments or change of duties for Management Information System staff. Their job descriptions need to be broadened to include more than the traditional functions of a Vocational Information Agency Management Information System Unit.

The second organizational issue deals with the agency's relationship to its environment. As has been mentioned, other agencies and organizations already collect and make available much of the data required. Formal ties need to be established and arrangements made to make this information directly accessible to vocational rehabilitation staff. A whole

range of mechanisms from cooperative agreements to agency recommendations may be possible or necessary to accomplish the desired goals. In any case, the relationships must be formalized to ensure an ongoing and continuing flow of current information.

PLANNING IMPLICATIONS FOR DEVELOPING AND IMPLEMENTING PRODUCT STRATEGIES

Product strategy deals with what "products" to make available, what the "products" which are being made available should look like, and then how to sell that "product." Developing and implementing product strategies have many implications for vocational rehabilitation agencies.

Implications for Decision Making

Earlier in this publication, the employer who hired vocational rehabilitation clients was defined as the "customer." The vocational rehabilitation client has been described as the "primary product" agencies have to offer their "customers." Besides the client, vocational rehabilitation agencies also offer their customers with "services" such as "recruitment" and "consultant services." The language one uses says much about one's priorities, focus and philosophical framework. It should not be used lightly. Whether an agency has really adopted a marketing approach will be evident in the language it uses in its written communications, policy manuals and even in the way it speaks. A marketing approach is as much a fundamental orientation, a way of looking at things, as it is a technique or a methodology.

One important way to implement a product strategy is to take another look at the agency's entire compilation of service policies to see whether the marketing orientation is adequately represented and whether the language used reflects this orientation.

Service policies need to begin reflecting a double focus. They should deal with the extent and type of services received by disabled people, how they are to be provided, and client rights vis-a-vis these services. Service policies also must deal with how the marketing plan and the vagaries of the market impact on the planning for, the provision of, and the rights of clients to each service.

These latter considerations not only affect policy manuals but also contracting and purchasing priorities. For example, decisions need to be made as to how much of an agency's resources will go to support rehabilitation facility programs, which primarily train individuals for the secondary labor market, and how much of its resources should go to vocational/technical schools, colleges and universities, or on-the-job training.

Agencies also need to decide on what other ancillary services or products they plan to provide to their customers. They need to decide not only the ingredients of their "service line," but also the amount of agency resources to be devoted to their development and provision. Cost/benefit is a serious consideration in deciding to develop and provide additional employer services. The long-term benefits of developing relationships and increasing its visibility, credibility and image with the employer community are all factors in the decision as to how extensive the agency's product line is to be. The ability to provide ancillary services to an employer may not effect the number of client placements in one year, but may well cause the employer to use vocational rehabilitation the next year and succeeding years. Immediate results need to be measured against long-term gains.

Organizational Implications

Since all levels of the organization are involved in "product development," the job descriptions of many of the staff may need to be rewritten and/or new job descriptions created. For example:

- Training officers may need to become involved in developing employer training packages, e.g., awareness training, orientation packages.
- Affirmative action officers may need to become directly involved in providing technical assistance and other support services to employers.
- Rehabilitation engineers may need to have job analysis and job restructuring for private employers added to their job duties or the training of staff to do it.
- Program developers (field service staff) may need to begin developing "troubled employee assistance," " job accounts," or other programs to be made available to employers.

Implications for Training

It is primarily the counselor's responsibility to assist in preparing vocational rehabilitation's most important product, the client. The agency's credibility and salability depend on how well the counselor performs that task. Only when there is a "marketable" product have the counselors fulfilled their responsibilities to both the client and the employer. This dual responsibility is not a conflicting one, but mutually supportive. A counselor needs a lot of help in both understanding and meeting both of these responsibilities at the same time. Training in how to use market information in plan development and how to match clients' desires with market needs is invaluable. Some training may also be necessary to help the counselor examine their own needs as they relate to helping clients in a marketing environment.

In the day to day work with disabled individuals, it is easy to overlook the uniqueness of the vocational rehabilitation program. It is

unique in that it offers employers a well prepared individual with a support system to back them up. Most small employers have no screening or testing mechanisms or other ways to evaluate the person they are hiring. When they do hire an individual and there are problems, the usual solution is to sever the relationship. Training can help vocational rehabilitation counselors build confidence in what they have to sell by showing them the total range of services and products their agency makes available to the employing community and how to use this information in a sales approach. It can also assist other staff to develop an identity with the agency, its goals and its products.

Training staff are also in a position to develop and offer services directly to the employer. Training packages developed for the employer, a resource library, lists of available movies, slide presentations, scrapbooks, are all valuable services training staff can provide to counselors and the employing community alike. This is likely to be a whole new area for most agencies' training staff. However, if vocational rehabilitation agencies really do have two clients, the handicapped person and the employer, training units have to be responsible to the needs of both of them and the individuals who serve them.

PLANNING IMPLICATION OF CHANNELS STRATEGY

Implications for Decision Making

In developing a marketing plan, vocational rehabilitation agency management must give consideration to who is responsible to access what segments of the population and in which manner. The chapter dealing with channels strategy lists a great variety of channels. Without high-level policy mandates supporting and encouraging staff involvement in business

and community organizations, memberships on boards, involvement in community issues and problems, communication with legislators, attendance at meetings and conferences, relationships with Projects With Industry and other organizations involved with placement, a marketing approach is seriously crippled and jeopardized. Staff need a clear mandate to be involved in those activities and to know of any restrictions that are imposed either by policy or law.

Implications for Program Development

There are many different methods agencies employ for accessing the market. Interagency agreements , cooperative agreements, participation on advisory bodies are some of the ways which might involve field services staff. Formalized relationships can beneficially be developed with labor unions, apprenticeship councils, private industry councils, and any other groups directly or indirectly involved in preparing for or hiring individuals into employment.

Implications for Training

An obvious item for training is the whole area of sales and salesmanship. It has often been noted that counselors do not know how to apply their counseling and human relation skills when dealing with people other than the client. Training can provide counselors and other professionals with the confidence to use the skills they have in approaching and dealing with the employer community.

Such training is useful in areas other than in employer contacts. Human relation skills are important also when sitting on boards or advisory committees. Training in public speaking can help give the counselor the confidence to give talks to groups, e.g., service clubs and organizations.

Organizational Implications

Just as all levels of staff must be involved in developing "product and service lines," the same is true in marketing them. Assignments may vary. Counselors or supervisors might be asked, as part of their assigned job duties, to participate on advisory committees and boards; placement specialists might participate with labor councils and personnel management organizations, and, finally, administrators and management staff might participate with legislators, labor and business leaders and organizations. Although assignments might vary considerably, it is clear that every member in the organization has something to contribute.

CONCLUSION

Why a Marketing Plan?

A plan is "an orderly arrangement of parts of an overall design of objective" (Webster). It denotes a systematically thought-out approach. A written plan provides an orderly vehicle for translating these ideas and concepts presented into action. A basic requirement of a marketing concept is that the entire approach is rationalized and that all the individual elements are integrated into a total design. In this chapter, we have drawn out, in some detail, the implications of a marketing approach. The ramifications are many. Such an approach can be implemented only by developing a plan which thoroughly explores all of these ramifications and incorporates all the necessary elements.

What does the Plan Consist of?

The essential ingredients of a marketing plan include (Note: This is is not an outline of a marketing plan or the order in which it is developed):

- An anlaysis of the market.

- A description of the products and services the agency plans to offer. (It should include specific information about the types of clients to receive services, the types of client training it wants to emphasize and develop, the types of employer services it wants to develop and provide.)

- A description of what segments of the employer market it wants to develop and specific methods for accessing these submarkets.

- A description of roles and responsibilities of agency staff vis-a-vis marketing.

- An in-service training strategy.

- A description of and policies regarding direct and indirect sales, i.e., staff dealing with employers, relationships with labor, business and special interest groups, etc.

- A description of the agency's overall public relations and media efforts to support the plan.

Who Develops it?

The marketing plan should be developed at the hightest levels in the organization. Most likely program/policy development or planning staff will coordinate this activity (under the direction of the marketing director, when such a position exists). There must be, however, close coordination and participation by all the decision makers in the organization. Counseling staff, supervisors, placement specialists, information specialists, managers, special program coordinators, facility and contract section managers, etc., should all feel involvement and provide input into the plan. Outside consultants from industry or universities' schools of management may be available at little or no cost.

How is it Developed?

There are many ways of developing a market plan. Task forces, management meetings, training and staff development sessions all are ways to accomplish the task. Whatever methods are used, it is imperative that staff at all levels have a deep sense of involvement and commitment

to a marketing approach in general and the marketing plan which has been developed in particular.

There are bound to be wide variations between states in how they approach the development of a marketing plan. It may well be that in large states with many staff and a decentralized administration, regional marketing plans might be developed in lieu of a statewide one. Some agencies might elect to develop a formal and detailed document while others might sketch only an outline and provide the necessary details only to the staff involved. Regardless of how it is done, the marketing approach to placement and specifically a marketing plan holds great promise for vocational rehabilitation agencies in maximizing the effectiveness of the agency at a time of diminishing resources.

A well thought-out and well executed marketing plan will reap rewards far beyond obtaining successful closures. It will develop support for vocational rehabilitation within the private sector were support is so urgently needed; it will benefit many disabled persons who are not agency clients, and finally, it will signal to counselors that the agency is sincere in its desire for quality (competitive) placements, and that it is willing to support this effort at the highest levels of administration.

APPENDIX

The following job descriptions are provided to exemplify the ways a marketing approach would be translated into either existing or new job descriptions. These are not intended to be complete. Every personnel department has its own standards, procedures, protocals, etc. These descriptions are provided as suggestions for further development. The titles may or may not be appropriate or used as they are presented here.

Marketing Director

Qualifications

Experience and/or training in public relations, business management, public administration, marketing, promotion, sales, or related areas. Ability to work with people, to establish and maintain effective relationships, to coordinate, to facilitate interpersonal interaction.

Examples of Duties

Plans, coordinates, conducts, and supervises a major marketing and sales program for the vocational rehabilitation services program; coordinates the development of an agency marketing plan; reviews all agency service policies to ensure conformance to plan; establishes and leads advisory committees and consumer groups involved in developing and monitoring agency efforts; promotes the marketing and placement of vocational rehabilitation clients; establishes liaison with employers and employer groups; oversees and/or advises the conduct of market research; advises training section on development of training packages and services; advises and conducts training to staff on sales techniques and local marketing strategies; maintains contact with a variety of news media to promote the employment of persons with handicaps; represents the agency on employment councils, personnel management groups, Governor's committees on Employment of the Handicapped; supervises immediate office support staff.

NOTE: On the regional level, these job duties would most likely be combined with other assignments and responsibilities. Very likely agencies will include the "Example of Duty" statements into the existing job description of the regional or district manager with the necessary modifications.

Training Director

Examples of Added Duties

In addition to traditional responsibilities, the Training Director is responsible for: development of training packages for employers in the areas of Affirmative Action, Barrier Removal, Attitudinal Change, basic knowledge about disability, supervising individuals with disabilities, coworker training, etc.; developing and providing training programs to employers or their employees; development of promotional materials; membership in management training organizations to represent the concerns of persons with disabilities and the vocational rehabilitation agency, and other related duties.

Management Information System Director/Supervisor

Example of Duties

In addition to traditional responsibilities, the Management Information System Director is responsible for: development of links with existing employment information networks; development of management information systems to communicate employment information to vocational rehabilitation staff on a timely basis (daily, weekly or, preferably, on demand through on-line terminals); analysis and reporting on employment trends generally and of vocational rehabilitation clients, specifically; development and/or expansion of existing client data reports to permit monitoring and evaluating the success (or non-success) of the marketing plan; attendance and participation in other organizations and groups involved in employment information networking; attendance and participation in marketing research organizations and groups, including university and university-affiliated business research departments.

Vocational Rehabilitation Supervisor

Example of Duties

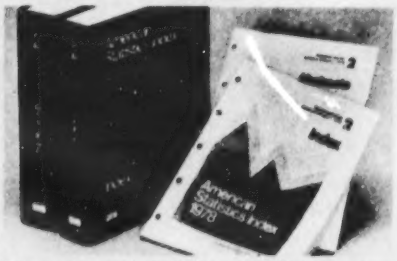
In addition to the traditional responsibilities, the vocational rehabilitation supervisor is responsible for assisting in carrying out the marketing plan as follows: be a liaison with local employer community; provide orientations to vocational rehabilitation at employer and business organization meetings; join and attend local business organizations; facilitate communication between counselor and job placement specialist when the agency employs both; provide technical assistance and training to staff on meaning, intent and application of the agency's marketing plan.

APPENDIX A

AMERICAN STATISTICAL INDEX

American Statistics Index: ASI Search Guide

The American Statistics Index (ASI) is used to identify, evaluate, and obtain information contained in the myriad statistical publications of more than 500 sources within the Federal Government.



This research tool is published in two parts: Index and Abstracts. A clothbound "base edition" provides selective coverage of publications from the early 1960's through Jan. 1974. Comprehensive *ASI Annual Supplements,* also clothbound, provide cumulative coverage of each subsequent year. Monthly updates, to be used in combination with the most recent Annual, are issued in paperbound form, and every third monthly Index is also a quarterly cumulation.

The Index

The Index part actually contains a variety of separate indexes, including:

Index by Subjects and Names

(See sample at left.) Most searches begin in this main section. It indexes the full range of subjects given significant treatment in a publication, plus the names of places, agencies, corporations, individuals, etc. Incorporated are: **(A) terms,** either subjects or names; **(B) notations of content,** briefly characterizing material indexed to a term; **(C) accession numbers,** for reference to the abstracts of particular publications and to the ASI microfiche reproductions of those publications; and **(D) cross-references** *(see* and *see also)* to related index terms.

Index by Categories

(See sample, reverse side.) Use this index when you seek **comparative data** in *economic, demographic,* and/or *geographic breakdowns,* or when you seek **isolated data** that is likely to be grouped in such a comparison. For example: "Which states have the highest fuel bills per household?" or, "What is the average fuel bill per household in New Jersey?" First look under an appropriate category, e.g., *BY STATE,* and then under an appropriate subject heading, e.g., *Prices and Cost of Living.*

Supplementary Indexes

These provide direct access to abstracts through knowledge of a publication's **title** or an agency **report number.**

The Abstracts

(See sample at left.) Publication abstracts provide: full **bibliographic data**; a **description** of the publication's subject matter and purpose; and an **outline** of specific contents (e.g., tables, articles, etc.), with references to specific **page ranges.**

NOTE ON PERIODICAL COVERAGE: The ASI Annual fully abstracts and indexes each periodical. The ASI monthly issues do not repeat this coverage. Instead, they index and abstract each entirely new periodical, and only the new articles, special tables, and format changes of established periodicals. When periodicals are involved in your research, use both the current monthlies and the previous year's annual.

Using ASI is a 4-step process*

1. **Search the index** to identify publications of interest
2. **Note the accession numbers** of relevant abstracts
3. **Locate and review the abstracts** to evaluate the contents of publications
4. **Obtain publications** for complete reference

*See Sample Search, reverse side.

Continued:

Continued from reverse side:

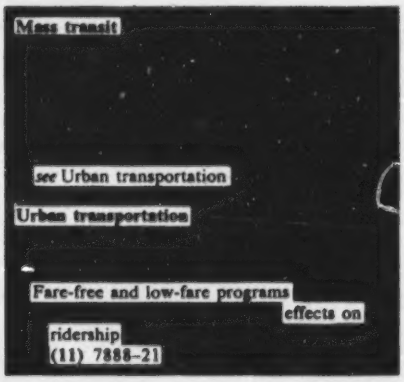
ASI Search Guide

Sample Subject Search

QUESTION: "How much does urban mass transit ridership increase when fares are eliminated?"

Step 1. Search the Index

Using the Index by Subjects and Names, the search might logically be pursued in this manner:



Step 2. Note the accession number

The relevant index entry cites accession number **7888-21**, which refers to a publication's abstract.

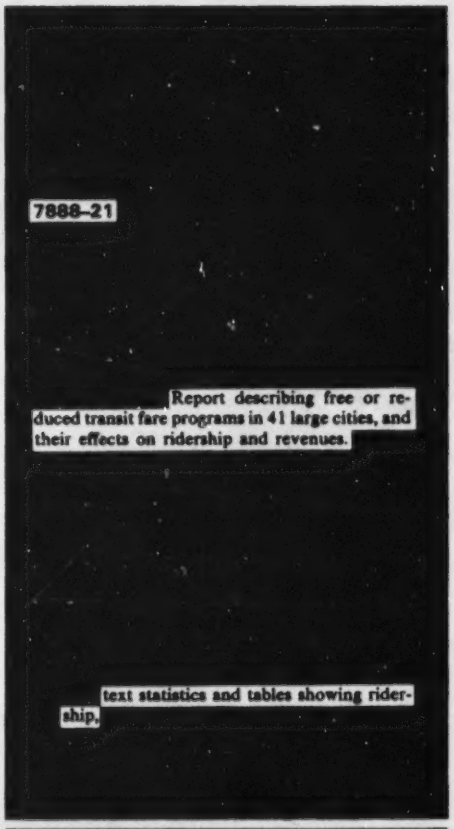
NOTE: This sample search was conducted in the quarterly Index cumulation 10 - 12, covering October - December 1977. The "boldface" numeral **11**, in parentheses preceding the accession number, directs you to the appropriate monthly Abstracts issue, number **11**.

Step 3. Locate and review the abstract

A review of the abstract shows that the publication probably will provide useful information, and thus warrants examination.

Step 4. Obtain the publication

Using data in the bibliographic portion of the abstract (see annotated sample, reverse side), you can locate the publication in the hardcopy or microform collection of your library; obtain it in hardcopy from the issuing agency or the GPO, if available; or, purchase its microfiche reproduction from the publisher of ASI.

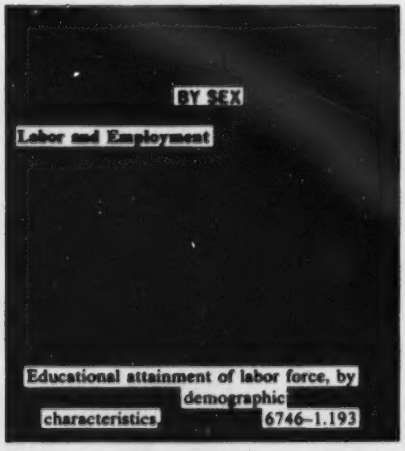

7888-21
Report describing free or reduced transit fare programs in 41 large cities, and their effects on ridership and revenues.
text statistics and tables showing ridership.

Sample Category Search

QUESTION: "What segment of the total U.S. work force is comprised of married, college educated women?"

Step 1. Search the Index

Because the question calls for data broken down by specific demographic characteristics, the search begins in the Index by Categories:



NOTE: A list of 21 categories and 19 subject headings precedes the Index. In the above sample, other demographic categories that might have been checked, with equal results, were *By Educational Attainment* and *By Marital Status*.

Step 2. Note the accession number

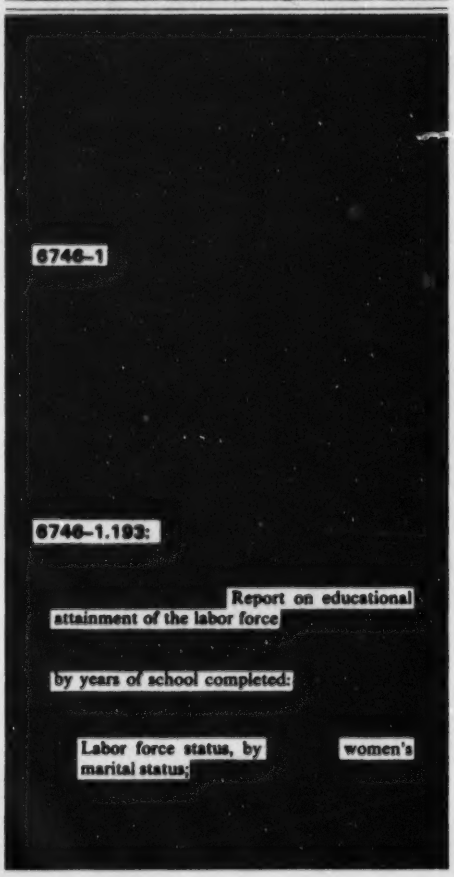
This sample cites number **6746-1.193.**

Step 3. Locate and review the abstract

Under the number **6746-1**, a main abstract for a series of publications is found. The decimal number (**.193**) refers to an analytic abstract for an individual and specifically relevant report within this series.

Step 4. Obtain the publication

The abstract contains bibliographic data for use in obtaining the publication.



For more detailed information on how to use the *American Statistics Index* and *Abstracts*, refer to the "User Guide" in the most recent *ASI Annual*, or consult your librarian.

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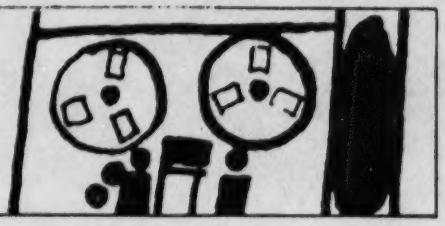
APPENDIX B

CURRENT LABOR STATISTICS

Current Labor Statistics



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APPENDIX C

EMPLOYER ACCOUNT SYSTEMS

APPENDIX C

EMPLOYER ACCOUNT SYSTEMS

In the fall of 1980, an Employer Account System (E.A.S.), also known as the Consumer Match System, was planned and implemented in the Des Moines area. The system was designed to serve Vocational Rehabilitation staff and clients as well as local employers. The specific objectives of the E.A.S. were these:

- to provide a systematic approach to job placement, thus avoiding duplication of efforts by VR staff;
- to meet employer needs more quickly and effectively, thus improving relationships between VR and employers;
- to acquire and record up-to-date information about the local job market;
- to gather and disseminate accurate job forecasting information;
- to provide a broader base of job leads for disabled clients;
- to make job leads more easily accessible to counselors and job-ready clients; and
- to increase the number of successful job placements.

Further, it was hoped that the E.A.S. would, by achieving the objective listed above, enhance VR's image in the community and increase the agency's visibility.

Prior to the implementation of the E.A.S., much planning took place. During the planning stages, a team comprised of two counselors, known hereafter as Employer Account Representatives, and a supervisor performed the following activities:

1. Assessed the needs of both local employers and the agency.
2. Designed the forms and other materials to be used in tye system.
3. Selected employers for the program.

After the initial planning had been completed, the team began implementing the system by:

1. Contacting the "targeted" employers.

2. Maintaining the accounts established with employers.

3. Sharing employment information with VR staff and clients.

4. Establishing and coordinating other placement activities to support the E.A.S.

The following information describes the process used in setting up and maintaining the Employer Account System in the Des Moines area. This information is meant to serve as a model which VR staff in other areas of Iowa can imitate or modify if they desire to establish a local E.A.S. Any placement system that is developed must be tailored to local needs and local resources.

I. Developing the System

In setting up the Employer Account System, the first step consisted of developing forms for recording information. (There forms can be easily modified to fit the needs of areas outside Des Moines.)

Very briefly, the forms that were developed include:

1. A "personal data sheet."

When a client is considered job-ready (this decision is made by the referring counselor), the counselor and client complete a "personal data sheet."

The personal data sheet is similar to a resume; its basic functions are: to identify the client, to state the client's vocational goal(s), and to describe the client's qualifications for employment.

If the personal data sheet is to be effective in "selling" the client to prospective employers, it must be descriptive, informative, and concise. To achieve these qualities, the personal data sheet should be composed jointly by the counselor and the client. The counselor should act as a resource person, informing the client of the purpose of the personal data sheet, helping the client sort out material, and assisting the client in arranging the material into an effective format. The client should be involved in the process of developing the personal data sheet because he/she is most knowledgeable about his/her skills, abilities, interests, work experience, educational background, etc. Also, by participating in the development of the personal data sheet, the client will know, firsthand, what information is being sent to prospective employers. In the process of creating the personal data sheet, the client will also learn more about employers' expectations and may, in the final analysis, enhance his/her job seeking skills.

Once the personal data sheet has been completed, it can be used in a variety of ways by the client, the counselor, and the Employer Account Representatives. However, its primary function is to create interest in the client and to obtain an employment interview, if possible.

The need for personal data sheets was learned quickly. Employers began requesting them. Many of these employers refused to schedule personal interviews until they had recieved and reviewed the personal data sheets.

It became apparent that employers use the personal data sheets as screening devices to narrow the field of job applicants. Those clients who did not have a personal data sheet were thus at a disadvantage. Therefore, in order to provide equal opportunity to all job-ready clients, a personal data sheet is required before clients becomes eligible for services through the E.A.S.

2. A "client profile card."

Once a personal data sheet has been completed indicating that the client is job-ready, the counselor gives a copy of the personal data sheet to a secretary. The secretary, in turn, transfers the appropriate details from the personal data sheet to the "client profile card." When completed, the card is filed, according to the D.O.T. number of the job goal sought by the client, in a Kardex drawer. (The drawers are labeled "Job-Ready Clients" followed by a D.O.T. number.) Thus, when a job order comes in, it is easy to locate clients with that specified job goal.

3. A "job order card."

A "job order card" is completed each time a job is listed with the Employer Account System. The card is filled out by the Employer Account Representative who serves the employer with the opening. These cards, too, are filed in a Kardex drawer according to the D.O.T. number of the job. (To facilitate job matching the job order cards are placed in one Kardex drawer followed immediately by a drawer of job-ready client cards with the same D.O.T. number.)

Employer Account Representatives cannot maintain formal contact with all local employers (unless the community is extremely small. Therefore, they must elicit support from caseload-carrying counselors who, though not directly responsible for developing or maintaining employer accounts are frequently in the community doing job development for their clients. Counselors who learn about jobs which cannot be filled by their clients should be encouraged to list these jobs through the E.A.S. so that other counselors and clients have access to them. (Under the present system in Des Moines,

the job order cards are color-coded for statistical purposes. If the job listing comes from an employer who is formally participating in the E.A.S., the job information is written on a white card; if the listing comes from an employer who is not officially active in the E.A.S., the information is recorded on a blue card.)

It is important to realize that placing a job order card in the Kardex drawer is not sufficient. The card must be studied and appropriate action taken on a timely basis. Vacancies are often filled on the same day they are listed. Caseload-carrying counselors are responsible for checking the job order cards on a daily basis. In addition, the Employer Account Representative must review the job-ready client cards each time a job order comes in to determine if there are any clients seeking that type of work. If a match occurs, the referring counselor should be notified as soon as possible so that the client can be considered for the position.

When a employer hires a VR client through the E.A.S., the job order card and the job-ready client card can be stapled together and filed for record-keeping purposes.

4. An "employer profile" for each participating employer.

   A file of information is obtained about each employer who agrees to participate in the Employer Account System. Each file is divided into four sections with these headings: EMPLOYER/EMPLOYMENT INFORMATION, JOB DESCRIPTIONS AND JOB ANALYSES, ACCESSIBILITY SURVEYS, and COMPANY LITERATURE.

   The Employer Account Representative who is handling the account is responsible for compiling the data for the file and keeping it up-to-date. The "employer profiles" are kept in a file cabinet adjacent of the Kardex file and are available for use by VR counselors and clients.

II. Targeting Employers

Early in the development of the E.A.S., the Employer Account Representatives and their supervisor attempted to determine which local employers should be invited to participate, on a formal basis, in the E.A.S. This determination was made by evaluating the agency's needs in the Des Moines area and by assessing the employment opportunities within local businesses and industries.

By studying computer printouts of Des Moines area clients in Statuses 14 and 20, the team discovered that the majority of clients were seeking jobs in the clerical and service occupations. Therefore, the first employers targeted were those with jobs in these two categories.

A second step taken in targeting employers was a review of Status 26 closures from the previous two years to learn which employers had hired VR clients. These employers, because of their experience with VR, were given priority on the targeted list.

Finally, since large employers (those with 100 or more employees) have more frequent job listings, precedence was given to large employers. The Chamer of Commerce's Greater Des Moines Area Major Employers Listing was examined in an effort to the size of the company, some consideration was also given to the type of company (manufacturing, insurance, etc.) and its location.

While weighing all of these factors -- the job goals of clients, employers who had previously hired VR clients, and the size of the employer -- each Employer Account Representative selected ten employers to approach regarding the E.A.S. Only after these ten had been sufficiently developed were other employers (usually about five at a time) added to the "targeted" list.

As stated earlier, priority was given to large employers; however, smaller companies have also been approached, usually on an informal basis, for job development for specific job-ready clients. Several placements have been made with smaller companies.

During the process of targeting employers, Employer Account Representatives occasionally question the value of pursuing a formal relationship with a given company. If the account representative has such reservations, he/she may wish to complete a telephone survey before taking any other action. If the information gained during the telephone survey establishes that the employer is experiencing strikes, massive layoffs, or disruptive reorganization, the account representative may decide not to proceed with a formal account. On the other hand, if the telephone survey convinces the account representative that the account would be beneficial, he/she may contact the employer in person and attempt to set up a formal account.

Anyone who is interested in establishing an E.A.S. should allow a minimum of two weeks to select the first list of targeted employers. It takes that much time to gather and analyze data about local employers.

Account representatives should not begin contacting employers until they have developed the materials they plan to use and have systematically targeted employers who can help the agency meet its needs!!

III. Contacting "Targeted" Employers

Because the E.A.S. was designed to benefit employers as well as vocational rehabilitation, the employers' needs were assessed prior to the first contact. After determining the needs of local employers, the Employer Account team ascertained which needs could be satisified by services from vocational rehabilitation. Following is the list of services offered to employers; each of these services can be realistically provided by the agency.

- assessment of employment needs
- affirmative action assistance
- accessibility survey(s)
- job analysis
- job restructuring and job modification
- on-the-job evaluation
- on-the-job training
- Targeted Job Tax Credit (for hiring the disabled)
- assistance with workers' compensation cases
- interpretation of and assistance with second injury clauses
- coordination of meetings among labor, management, and VR
- presentation of awareness seminars for company employees
- follow-up after placement

It is imperative that VR be able to provide the services it offers to employers. No service should be offered unless it can be implemented on the local level.

After the Employer Account Representatives had decided which services (incentives) they could realistically offer to employers, they began contacting the targeted employers. The purpose of the first call was to describe (briefly) the Employer Account System and to schedule an appointment to meet with the employer, face to face, to discuss the employer's needs as well as the agency's needs.

In scheduling appointments with employers, the account representatives learned not to attempt too much in one day. One appointment in the morning and one in the afternoon is workable. This allows time in the office for recording information in the employer profile and for sharing employment information with field counselors.

Though there is much controversy regarding which level of management to approach first, the Employer Account Representatives usually met with personnel staff. (Occasionally, however, an interview with top management was arranged either before or after a meeting with personnel.) If the contact person in the personnel office did not have decision-making powers, he/she often took information regarding the E.A.S. to a higher level for consideration. (If it can be arranged, the account representative should assume this responsibility. An endorsement from top management is most desirable if it can be obtained.)

After an appointment has been scheduled over the telephone, the account representative followed up with a letter to the employer verifying the time of the appointment and enclosing a flier listing the services that would be offered by VR. (See above list.) For the sake of uniformity and ease of identification, all correspondence regarding the Employer Account System is printed on goldenrod-colored paper.

The first visit to the employer can unfold in a number of ways. Of course, the primary objective of this meeting is to sell the employer on the E.A.S. Therefore, marketing techniques must be used and incentives provided.

During the first visit to the employer, the Employer Account Representative attempts to accomplish four things:

1. Explain, in detail, the services VR can provide if the employer agrees to participate in the system. (Every effort should be made to use the employer's language rather than agency jargon.)

2. Complete the "Employer Information" survey. When completed, this survey is filed in the first section of the employer profile which was described earlier.

3. Reschedule an appointment to tour the facility or perform a job analysis or provide some other service requested by the employer.

4. Leave with the employer a packet of materials to review prior to the next meeting. (This packet of materials should be tailored to meet the needs of the community. In Des Moines, the packet of materials (placed in a manila file folder with a RESB label) includes:

    a. Printed brochures:

        - "Iowa Vocational Rehabilitation Concerned With Your Employment Needs" (VR publication)
        - "Handicapped--And Want A Job?" (VR publication)
        - "Affirmative Action for Disabled People, a Pocket Guide on Sections 503 and 504 of the Rehabilitation Act of 1973" (obtained from the Governor/s Committee for Employment of the Handicapped)
        - "Workers' Compensation, Questions and Answers," with information on the Second Injury Clause (obtained from the Industrial Commissioner's Office)
        - the jacket for the TJTC voucher (obtained from Job Service of Iowa)

    b. Typed sheets with information regarding:

        - the Targeted Job Tax Credit
        - facts about insurance costs and employment of the disabled
        - accessibility
        - tax credits for removal of architectural and transportation barriers

    c. The business card of the account representative

    Oftentimes, the employer can make a decision about participating in the E.A.S. during the first meeting. The account representative should assist the employer, insofar as possible,

in making this decision. Perhaps the account representative, after touring the site and assessing the employment opportunities, does not feel it would be advantageous to establish an account. These impressions should be discussed with the employer and a mutual decision made. On the other hand, if the account seems desirable, it should be pursued diligently.

As mentioned earlier, the account representative attempts to complete four activities during the first meeting. However, other issues may come up during the interview. The account representatives must be prepared to deal with these issues. Perhaps the most frequently encountered situation is that of an employer who has several questions or concerns about the hiring of disabled applicants. The concerns raised most often include these: insurance costs, productivity, accessibility, transportation, unions, safety, attendance, "reasonable accommodation," promotability, and follow-up. In addition, some employers are concerned that if they agree to participate, they will be flooded with applicants from VR. Though it is difficult to respond to some of these issues until there is a specific job listing and specific clients who qualify for the job, the account representative must answer the challenge using previous agency experiences as much as possible.

"We're not hiring at this time."

"A person with an emotional disability just wouldn't be able able to work for this company."

"I'm fed up with 'special interest' groups. They harass me continuously with requests for their clients."

"Hey, I've had some experience with VR clients. It didn't work out. I'm not about to be burned again."

"I'd be afraid to hire anyone who is deaf or blind or mobility-impaired. What would happen to them in case of a fire or a tornado?"

"It's a buyer's market now. For every opening, I get numerous applicants. Why should I hire a disabled person when there are several qualified, non-impaired candidates to choose from?"

IV. Maintaining Employer Accounts

Once an account with an employer has been established, it must be maintained. Frequent contact with the employer is essential. However, it is unrealistic to expect the employer to spend too much time on account-related issues. Therefore, the Employer Account Representative must take the initiative and must make accommodations, insofar as possible, for the employer. In order to meet the employer's expectations and preferences, the account representative must find out, early on, what these expectations are. As the account continues to develop, the employer's expectations of VR may change; again, the

account representative must be aware of these changes--in attitude, in practice, in company policy, etc.--in order to maintain an effective relationship with the employer.

To sustain contact with the employer, the account manager may engage in a variety of activities, such as:

- returning to tour the company facilities;
- surveying the building(s) for accessibiltiy;
- evaluating a work station; and
- performing a job analysis or several job analyses. (The purpose of the job analysis is to gain firsthand information about a specific job within the company. The job analysis requires observation and also an interview with an employee who is doing that job. The account representative looks closely at the job to learn the specific job duties, the tools and equipment used, the degree of responsibility, the amount and type of supervision received, the amount of stress, and the physical requirements.)

Other activities that the Employer Account Representative may perform in an effort to retain frequent contact with the employer include:

1. Making weekly phone calls to obtain job leads and to verify previous listings (some employers may take the initiative to call in or send job listing, but most will not do this).

2. Calling the employer, after he/she has listed a job order, to inform him/her if there are any job-ready clients who are qualified for the position.

3. Sending written communication, showing recognition and appreciation for the employer's special efforts in recruiting and promoting disabled workers.

4. Sponsoring seminars for employers and VR staff to exchange information, obtain feedback regarding the E.A.S., etc; the seminar is a good opportunity to ask employers to share information with each other and with VR staff about specific issues, such as:

    - how should VR represent clients with interrupted work histories or with marginal skills;
    - what are the best incentives for hiring disabled workers;
    - what are employers' greatest concerns regarding working with the agency and with disabled clients;
    - what difficulties, if any, have they encountered with union shops when they suggested that a VR client be hired;
    - what do they expect from disabled clients during employment interviews; and
    - what does "reasonable accommodation" mean to them and to their company?

5. Taking or sending listings of job-ready clients currently in the system. The purpose of the listings is to give employers a glimpse at the pool of clients available at any given time. It also demonstrates the wide variety of client disabilities and job goals, thus dispelling certain myths and sterotypes that employers have about VR clients and their qualifications.

   If an employer, after reviewing the job-ready client listing, is interested in a specific client or clients, he/she requests further information and is sent a resume or personal data sheet on the client(s).

   The job-ready client listing changes rapidly as clients become employed or otherwise unavailable for work. Therefore, to be effective, the listing must be updated on a regular basis and distributed to all participating employers.

   In general, the types of data provided on the job-ready client listing, as appropriate, include: the client's initials (for reasons of confidentiality), the job goal, the educational background, work experience, the disability, and any significant functional limitations.

   On the job-ready listing, the major headings are job categories: professional/technical, clerical, service occupations, agri-business occupations, machine trades, bench work occupations, structural work occupations, and miscellaneous occupations. The brief biographical information about each client is placed under the appropriate job category.

   Following are some examples adapted from a job-ready client listing:

JOB-READY CLIENTS

Place an X in the box preceding the initials of those clients about whom you desire more information. Return this form to the supervisor of the Employer Account System within 2 weeks.

PROFESSIONAL/TECHNICAL OCCUPATIONS:

☐ A.B.: Finance Consultant--Work Experience: selling insurance (two years), finance consultant (six years), selling building materials (one year)--back disorder --restricted in the amount of lifting; should avoid extensive driving.

☐ D.C.: Pharmacist--registered pharmacist--graduate of Drake University--owned and operated a pharmacy with

his brother for 26 years--currently working as a substitute pharmacist, but wants a full-time position--deafness--cannot use a telephone; needs a position that does not require oral communication; has good speech but cannot hear or read lips.

CLERICAL OCCUPATION:

☐ K.P.: General Clerical Worker/File Clerk--has taken some accounting classes at DMACC, can file alphabetically and numerically, can type 45 wpm, can use a calculator--personality disorder.

SERVICE OCCUPATIONS:

☐ T.N.: Housekeeper--has a high school diploma--currently working part-time in housekeeping but wants a full-time job--Work Experience: kitchen helper (two years), housekeeping (six months)--mental retardation and obesity--requires general supervision and reinforcement.

V. Role of Field Counselors in the Employer Account System

In Des Moines, the E.A.S. is structured in such a way that all involved VR staff assume different and diverse responsibilities. The chief job duties of the Employer Account Representatives have already been described; in brief, they are: employer development, receiving and recording job listings, searching the Kardex system for job-ready clients who are qualified for the job listings, and dispensing employment information to counselors.

Within the E.A.S., the field counselors also undertake activities. Without their cooperation and efforts, the E.A.S. could not succeed.

For the E.A.S., the major functions of the counselors are these:

1. To determine when clients are job-ready.
2. To submit a personal data sheet for each job-ready client.
3. To remove from the system the cards of clients who are no longer available for work due to: employment, relocation, health-related problems, etc.
4. To search the Kardex file drawers and the bulletin board for job listing for their clients and to act quickly when they locate appropriate leads.
5. To review the "employer profiles" for data about local employers.

6. To assist clients, as needed, with job-seeking skill training and employer contacts. (These activities are especially important when one realizes that 85% of jobs are hidden--i.e., they are not advertised anywhere. Unless the client has developed some skill in searching out these jobs and then marketing himself/herself to the employer, he/she may never find suitable employment.).

7. To perform job development for and with clients. (The E.A.S. is only one placement tool; it will never replace the job development practiced by counselors and clients.).

8. To provide follow-up for their clients.

9. To list (for use by other counselors and clients) the jobs they learn about in the community.

Counselors are also encouraged to attend weekly placement meetings (described later).

If they believe they will receive some payoffs from the E.A.S., counselors will take the time to perform the above-listed activities. However, if the system fails to yield a trade-off (such as an increase in the number or quality of placements, job retention by clients, a savings in time, or some other valued result), counselors will abandon the system.

Realizing the amount of work assigned to caseload-carrying counselors, the account representative should assist counselors, insofar as possible, in carrying out placement activities.

In some Iowa communities--because of size, location, employment opportunities, etc.--it may not be feasible to designate certain staff as Employer Account Representatives per se. Under these conditions, if an E.A.S. is set up, the field counselors may assume the added responsibility of managing a pre-determined number of employer accounts even though they continue to carry a caseload and work directly with clients. The value of such an arrangement is that each counselor gains not only from the accounts he/she manages, but also from those managed by other area counselors.

VI. Support Systems (Placement Meetings and Staffings)

The Employer Account System, in and of itself, does not require "support systems," but placement meetings and staffings (support systems) have been found beneficial in the Des Moines area and, therefore, have been continued.

A. Weekly Placement Meetings

Initially, placement meetings were planned and conducted as vehicles through which the Employer Account Representatives could share with counselors the employment data gathered during the

week as well as the job listings that surfaced during the week. Later, the meetings took on an added dimension, providing opportunities for counselors to raise questions, cite problems they had encountered, describe placement techniques that had worked for them, etc. The result of the meetings has been a heightening of awareness of local employment opportunities and increased placement activities.

Prior to each week's meeting, an agenda is prepared, giving counselors a chance to determine the value of the meeting for them. The meetings are scheduled at the same time each week in an effort to establish a pattern and avoid confusion.

Originally, the placement meetings were scheduled for 30 minutes but as the number of employer accounts grew and as other activities were added, the meetings were expanded to one hour.

A significant addition to the placement meetings is the use of speakers. During one meeting each month, one of the employers participating in the E.A.S. is invited as a guest speaker. This practice gives counselors an opportunity to meet employers face to face and to hear, firsthand, employers' views on topics of significance to vocational rehabilitation.

Selected questions are sent to the speaker prior to the meeting; this technique gives direction to the speaker's presentation. Also, the selected questions are tailored to the individual employer--his/her company, experience, and interests. All questions are designed to elicit responses that will aid VR staff in doing their jobs better. The final segment of the meeting is set aside for a question-answer period.

Employer-speakers have been selected from a broad base with at least one representative from each of the following business/industries: manufacturing, printing, insurance, power (company) and hotel-motel.

Some placement meetings, one per month, are devoted to special training programs. The training may be offered by an outside speaker/facilitator or by a VR staff person with expertise in the training area. The topics for these special training meetings were selected from a list submitted by counselors who felt a need for training on a "new" topic or for a brush-up on certain other more familiar topics. Examples of topics discussed during the special training sessions include: job development, unions, C.E.T.A. programs, workers' compensation, the Targeted Job Tax Credit program, job-readiness assessment, role of the Human Rights Commission, personal data sheets (or resumes), the relationship between Job Service and VR, and the guidelines for S.S.I. recipients. Many other subjects merit discussion and will be dealt with as time permits.

The special training sessions are excellent tools for utilizing

local resources and for introducing key representatives from the community. These sessions are easy to organize and carry out; the staff from VR is already at hand for the regularly-scheduled placement meetings.

B. Staffings

After the E.A.S. had been in existence for several months, it became apparent that some job-ready clients remain in the system for long periods of time without obtaining suitable employment. In an attempt to learn why these clients were not getting jobs, staffings were organized. During the staffings, field counselors present background data about the client. Then the staff participating in the staffings--supervisors and counselors as well as the Employer Account team--discuss the case and offer recommendations. Various staff members agree to act on the recommentdations.

Usually, two cases are staffed at each meeting. These cases are reviewed at the next meeting to determine what activity has transpired and with what results. At the same meeting, two "new" cases are staffed, and so on.

The value of the staffings is that counselors receive help with difficult cases and the Employer Account Representatives learn more about job-ready clients. Thereafter, the account representatives are more alert to job opportunities for these clients.

VII. Conclusions

The E.A.S. has achieved and is continuing to achieve many of its objectives:

- it is a more systematic approach to job placement;
- it has increased the agency's visibility among local employers;
- it has acquired and recorded data about the local job market;
- it has provided a broader base of job leads for disabled clients; and
- it has resulted in a significant number of placements.

As a "consumer match" system, it is serving both VR and participating employers.

Though it takes time to set up a workable system, the payoffs are significant. The planning time is necessary and worthwhile; it is time spent determining agency and employer needs on a local basis. The planning period is also needed for designing the tools and methods to be utilized by the system.

From the onset, the cooperation of all VR staff and participating employers is crucial. No system can work effectively without input and activity from all of those involved.

It is also important to remember that no system is flawless. Every system requires continuous revision; materials also need to be updated.

Planning, implementing, and maintaining an Employer Account System is a great deal of work, but the endeavor is definitely worthwhile.

APPENDIX D

FINANCIAL INCENTIVES TO HIRE THE HANDICAPPED

OTHER BVR SERVICES TO EMPLOYERS

As handicapped recruitment specialists we offer employers:

(a) qualified applicants for openings at all levels, unskilled to professional, at no fee to employer or applicant.

(b) a free 3-day seminar on "Understanding and Interviewing the Handicapped Job Applicant." The seminar is held monthly at Pennsylvania's major rehabilitation facility, the Hiram G. Andrews Center, Johnstown, Pennsylvania.

(c) affirmative action assistance.

For further information on any of the preceding programs and services contact your nearest Bureau of Vocational Rehabilitiation district office.

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COMMONWEALTH OF PENNSYLVANIA

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FINANCIAL INCENTIVES TO HIRE THE HANDICAPPED

BUREAU OF VOCATIONAL REHABILITATION
DEPARTMENT OF LABOR AND INDUSTRY
COMMONWEALTH OF PENNSYLVANIA

TAX CREDITS, DEDUCTIONS, AND TRAINING PROGRAMS THAT EASE EMPLOYMENT AND TRAINING OF THE HANDICAPPED

ON-THE-JOB TRAINING REIMBURSEMENTS

BVR Sponsored: Employers who hire certain Pennsylvania Bureau of Vocational Rehabilitation clients and give them on-the-job training to qualify for a specific job are reimbursed up to one-half the starting pay for the job for as long as twelve weeks of training. The training must develop the specific vocational skills required for the job.

CETA Sponsored: Payment for bonafide training can be made for the extraordinary costs incurred in on-the-job training of an inexperienced worker which are over and above those normally provided by the employer. The total cost of the reimbursement to private-for-profit employers may not exceed 50% of the trainee's starting wage rate. The minimum starting wage cannot be less than the applicable Federal and State minimum wage laws or the prevailing wage rate established for starting workers in like occupations and industry, whichever is greater. Training time can range from 40 days to a maximum of 150 days, even more for disadvantaged trainees.

NARC Sponsored: The National Association of Retarded Citizens reimburses the employer for the first 320 hours of employment of a mentally retarded person he hires through the Association. It pays half the person's wages for the first 160 hours of work and one-quarter for the second 160.

RESEARCH & DEVELOPMENT

Projects With Industry: Federal funds are available to encourage innovative approaches to hiring the handicapped and helping them adjust to job conditions.

TAX INCENTIVES

Federal Targeted Jobs Tax Credit: The Federal Revenue Act of 1978 provides up to a $3,000 tax credit toward the first year's wages and $1,500 toward the second year's wages of any handicapped person hired through the Pennsylvania Bureau of Vocational Rehabilitation. This is an elective tax credit that applies to wage costs incurred between January 1, 1979 and December 31, 1981 for certified employees hired after September 26, 1978.

Federal Tax Deductions: Up to $25,000 in deductions in any one year compensates employers for certain costs of removing architectural and transportation barriers to employment of the handicapped. This Tax Reform Act of 1976 provision pertains to modifications to buildings, structures, equipment, roads, walks, parking lots and other facilities that make these more accessible to and usable by handicapped individuals. The employer may deduct expenses incurred in any taxable year beginning December 31, 1976 and ending before January 1, 1983.

APPENDIX E

HIRING THE HANDICAPPED:
MYTHS AND FACTS

PERSONNEL SUGGESTIONS

Employers who have had satisfactory experience in hiring the handicapped suggest a five-point personnel approach.

- Stop thinking of impaired people as "disabled." This description was adopted to soften the word "crippled,' but the connotations of "disabled" are even more painful. The word implies across-the-board inability to perform, and this is not true.

- Don't dismiss the idea of employing impaired workers without finding out what they can do — on a fair and equitable basis.

- Let these workers compete. Many people, in a sincere effort to help, actually make things more difficult for the handicapped. Their human annd economic needs are best served when they can become self-supporting and thereby make their contribution as self-reliant members of society.

- Recognize the handicapped as individuals — and deal with them that way. Sometimes their physical problems limit the scope of their activities, but they should be considered and recognized for their individual skills.

- Don't patronize people with physical disabilities. The handicapped don't want to be coddled or fussed over.

One final note. There is a tendency to view the hiring of such workers as requiring of the employer some peculiar amalgam of philantrophy, altruism, and pity.

Actually, the process requires no exceptional qualifications of the employer, no special combination of time, place or circumstances. It is simply an opportunity likely to be — sooner or later — presented to every businessman. The only problem lies in being able to look beyond the applicant's disability to the basic employment question: Can the man do the job?

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HIRING THE HANDICAPPED: MYTHS AND FACTS

MESSAGE TO EMPLOYERS

- Your workmen's compensation insurance carrier wholeheartedly encourages you to hire handicapped workers.

- Be assured that workmen's compensation insurers do not penalize an employer for hiring disabled persons. Properly selected and placed, persons with handicaps make excellent employees. Their safety records are at least as good as those of other employees, often better.

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7th and Forster Streets
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Myths

- Handicapped workers are more likely to have accidents than other employees.
- An employer's workmen's compensation insurance rates will rise if he hires handicapped workers.
- His insurance company "won't let him" hire handicapped persons.
- Considerable expense will be involved in making necessary adjustments in the work area.
- Other employees will not accept the handicapped.

Refuted by Insurance Carriers

The very fact that **insurers are among the leaders in rehabilitation** and placement of impaired workers refutes the idea that they oppose hiring the handicapped.

Property-liability insurers have repeatedly pointed out the **good work records** of most handicapped workers. Absenteeism among them is no greater — and is often less — than among non-handicapped workers. They are often the **most loyal of workers**, and their over-all quit rate is about the same as for other employees. When placed in jobs they can handle, **handicapped workers as a group produce at slightly higher rates** than unimpaired workers on the same jobs.

The trends toward **automation** and specialization in industry today are to the **advantage of handicapped workers**. A highly trained computer engineer, for example, performs his vital job perfectly well at Hughes Aircraft Company in California though he has been almost totally paralyzed by polio for five years.

Refuted by Government

U.S. Department of Labor surveys have shown than **"impaired persons" have fewer disabling injuries** that the average worker exposed to the same work hazards. They have about the same number of minor injuries as other workers. When placed in suitable jobs, they are for all practical purposes no longer handicapped. And since they are not inherently "unsafe," the handicapped **cannot adversely affect workmen's compensation rates**. These rates are based solely on the relative hazards of a company's operations and on the company's accident experience.

Refuted by Private Enterprise

One of the most recent and most extensive surveys of handicapped worker performance was conducted by **E. I. du Pont de Nemours and Company**, America's 16th largest employer. This was a fact-finding project for du Pont, a company of 110,000 employees, which finds hiring mistakes to be extremely costly, just as they are for any employer.

Du Pont's eight-month study gathered data on 1,452 employees with physical handicaps. These included persons with orthopedic problems, blindness, heart disease, vision impairment, amputations, paralysis, epilepsy, hearing impairments and total deafness.

How did the handicapped stack up? Very well. The results were tabulated in seven critical areas and the findings should encourage any employer to review hiring pratices concerning the handicapped. The key findings of the du Pont study:

1. **Insurance**: No increases in compensation costs nor lost-time injuries.
2. **Physical Adjustments**: Most handicapped require no special work arrangements.
3. **Safety**: 96% of handicapped workers rated average-or-better both on and off the job; more than one-half were above average.
4. **Special Privileges**: A handicapped worker wants to be treated as a regular employee.
5. **Job Performance**: 91% rated average-or-better.
6. **Attendance**: 79% rated average-or-better.

The du Pont study also shows there is **very little difference between handicapped and non-handicapped workers** as to their ability to work in harmony with supervisors and fellow employees.

In **another survey**, based on reports from more than **100 large corporations** to the U.S. Office of Vocational Rehabilitation, the physically handicapped seem to have a slight edge in job performance, as compared with able-bodied counterparts.

In assessing **productivity**, 66% of these employers reported no difference between the handicapped and the able-bodied, while 24% rated the handicapped higher in productivity. Only 10% reported productivity was lower for the handicapped.

Accident rates were reported lower for the handicapped by 57% of the employers, with 41% reporting the same accident rate for both handicapped and ablebodied. Two percent of the employers reported accident rates were higher for the handicapped.

Absenteeism also was lower for the handicapped, according to 55% of the corporate reports, while 40% of these employers found no difference in absence rates between the handicapped and the able-bodied. Five percent reported lower for the handicapped in 83% of the cases, with 16% of the employers reporting turnover for both handicapped and able-bodied the same. Only one percent reported turnover higher for the handicapped workers.